

Final Evaluation of the Hub and Spokes Programme

Final Report

April 2020



The Commonwealth

EVALUATION SERIES 115

Final Evaluation of the Hub and Spokes Programme

Final Report
April 2020

Evaluation conducted by:
Strategy, Portfolio, Partnership and Digital Division
Commonwealth Secretariat

Evaluation Team:
Evelyn A. Pedersen, Head of Evaluation and Learning
(Team Leader)
Tira Greene, Consultant
Katherine Marshall Kissoon, Monitoring, Evaluation and
Learning Adviser
Peter Mills, Monitoring and Reporting Officer
Purvi Kanzaria, Evaluation and Learning Officer
Nicola Betz, Consultant Research Officer
Mette Mikkelsen, External Consultant

© Commonwealth Secretariat 2020

All rights reserved. This publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise provided it is used only for educational purposes and is not for resale, and provided full acknowledgement is given to the Commonwealth Secretariat as the original publisher.

Views and opinions expressed in this publication are the responsibility of the author(s) and should in no way be attributed to the institutions to which they are affiliated or to the Commonwealth Secretariat.

Wherever possible, the Commonwealth Secretariat uses paper sourced from responsible forests or from sources that minimise a destructive impact on the environment.

Published by the Commonwealth Secretariat.

Contents

Acronyms	v
Executive Summary	viii
1. Introduction	1
1.1 Introduction	1
1.2 Evaluation approach and methodology	2
1.3 Limitations	2
2. Context	3
2.1 Background	3
2.2 Governance	4
2.3 Monitoring	4
2.4 The Commonwealth Secretariat's Trade Division	5
3. Findings	6
3.1 Relevance	6
3.2 Effectiveness	7
3.3 Impact	17
3.4 Sustainability	20
3.5 Efficiency	21
4. Lessons learnt	26
4.1 Strategic positioning of trade advisers	26
4.2 Staffing levels and other human resource issues	26
4.3 Short-term contracts	27
4.4 Funding	27
4.5 Monitoring and evaluation	28
5. Recommendations	29
Annex 1: Terms of Reference	31
Annex 2: Evaluation Framework	34
Annex 3: List of documents reviewed	37
Annex 4: List of stakeholders consulted	41

Annex 5: Questionnaire used to survey trade advisers	44
Annex 6: Advisers' deployment during H&S Phase II and Consolidation Phase	45
Annex 7: Overview of trade adviser assignments – region, phase and nationality	46
Annex 8: Logical framework	49
Annex 9: Programme interventions by country and region	66

Acronyms

ACP	African, Caribbean and Pacific
AfCFTA	Africa Continental Free Trade Agreement
AfDB	African Development Bank
AGOA	African Growth and Opportunity Act
AU	African Union
AUC	African Union Commission
AusAID	Australian Agency for International Development
CARICOM	Caribbean Community
CARIFORUM	Caribbean Forum
CARTAC	Caribbean Regional Technical Assistance Centre
CFTA	Continental Free Trade Agreement
COMESA	Common Market for Eastern and Southern Africa
ComSec	Commonwealth Secretariat
CSME	CARICOM Single Market and Economy
DAC	Development Assistance Committee
EAC	East African Community
ECLAC	United Nations Economic Commission for Latin America and the Caribbean
EDF	European Development Fund
EIF	Enhanced Integrated Framework
EPA	Economic Partnership Agreement
ESA	Eastern and Southern Africa
EU	European Union
FSM	Federated States of Micronesia
FTA	Free Trade Agreement
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Corporation)
FY	Financial Year
H&S	Hub and Spokes
HATC	High-Level African Trade Committee

IBSA	India Brazil South Africa
ICT	Information and Communication Technology
IADB	Inter-American Development Bank
IMF	International Monetary Fund
ITC	International Trade Centre
MCIL	Ministry of Commerce, Industry and Labour (Samoa)
MFAT	Ministry of Foreign Affairs and Trade (Samoa)
MITT	Ministry of Industry, Trade and Tourism (Fiji)
MSMEs	Micro, Small and Medium-Sized Enterprises
MTEC	Micronesian Trade and Economic Community
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NTA	National Trade Adviser
NZAID	New Zealand Agency for International Development
OECD	Organisation for Economic Co-operation and Development
OECS	Organisation of Eastern Caribbean States
OIF	Organisation internationale de la Francophonie
PACER-Plus	Pacific Agreement on Closer Economic Relations Plus
PICTA	Pacific Island Countries Trade Agreement
PIF	Pacific Islands Forum
PIFS	Pacific Islands Forum Secretariat
PMT	Programme Management Team
PSC	Programme Steering Committee
REC	Regional Economic Community
RIO	Regional Integration Organisation
RMI	Republic of the Marshall Islands
RTA	Regional Trade Adviser
SACU	South African Customs Union
SADC	South African Development Community
SDG	Sustainable Development Goal
SIDS	Small Island Developing States
TBT	Technical Barriers to Trade
TCM	Trade, Commerce and Manufacturing

TCMSP	Trade, Commerce and Manufacturing Sector Plan (Samoa)
TFA	Trade Facilitation Agreement
UK	United Kingdom
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
USA	United States of America
USAID	United States Agency for International Development
WTO	World Trade Organization

Executive Summary

Background

1. The Hub and Spokes (H&S) Programme was an Aid for Trade initiative that helped enhance trade capacity in the African, Caribbean and Pacific (ACP) group of states. The Programme was implemented jointly by the Commonwealth Secretariat (ComSec), the European Union (EU), the Secretariat of the ACP Group of States¹ and the Organisation internationale de la Francophonie (OIF).
2. ComSec and the OIF jointly managed the Programme. ComSec managed the trade advisers based in Eastern and Southern Africa (ESA), the Caribbean and the Pacific, whereas OIF managed those in West and Central Africa.
3. The Programme consisted of three phases:
 - Phase I covered the period 2004–30 June 2012.
 - Phase II covered the period 1 July 2012–27 May 2017.
 - The Consolidation Phase covered the period 28 May 2017–31 August 2019, with implementation ending on 30 April 2019 and a period of four months to 31 August 2019 used to accommodate the complete repatriation of trade advisers and commence preparation of final reports, audits and evaluations.
4. ComSec's Strategy, Portfolio, Partnership and Digital Division, in collaboration with the H&S Team, commissioned this final evaluation of Phase II and the Consolidation Phase of the H&S Programme, covering the implementation period of July 2012–30 April 2019. The evaluation focuses on the ComSec-managed part of the Programme (i.e. not those activities managed by OIF).
5. The Programme's overall objectives were to:
 - Contribute to sustainable economic development and poverty reduction in ACP countries through closer regional integration and increased participation in the world economy;
 - Strengthen the capacity of ACP countries to formulate appropriate trade policies, participate effectively in international trade negotiations and implement international trade agreements to their advantage.
6. Under the Programme, country-level trade advisers – the 'spokes' – strengthened and enhanced the capacity of government ministries, while regional trade advisers – the 'hubs' – provided trade policy assistance to major regional organisations in ACP countries.
7. At the end of February 2019, the Programme had a presence in 15 countries, consisting of five regional trade advisers (covering entire regions), four trade advisers deployed to regional organisations and eleven national trade advisers assigned to provide dedicated country support. (Note that these roles will be referred to as 'trade advisers' in this report.)
8. Over the course of the Programme, trade adviser support was provided in 19 ACP countries and within 7 regional economic organisations/communities. In some instances, regional trade advisers also provided support to non-Commonwealth countries covered by their region.
9. The total budget for Phase II of the Programme was €9.5 million, and the total budget for the Consolidation Phase was €3.9 million. As such, the total budget for the two phases was €13.4 million. Of this, the EU contributed 73.68 per cent (€9.9 million) and ComSec contributed 26.32 per cent (€3.5 million).

¹ The ACP Secretariat administered the H&S Consolidation Phase, as a direct grant, through the ACP-EU TradeComII Programme, which was funded through EU European Development Fund (EDF). This did not affect implementation or management of the Programme by ComSec. The EU endorsed the grant agreement and issued all payments directly to ComSec. Under Phase II, the EU directly managed the Programme.

Methodology

10. The methodology for this evaluation consisted of a desk review of relevant programme documentation, structured interviews and focus group discussions in six ACP countries (Fiji, Jamaica, Kenya, Malawi, Samoa and Zambia) and in four regional economic communities, through the African Union Commission (AUC), the Common Market for Eastern and Southern Africa (COMESA) Secretariat, the Organisation of Eastern Caribbean States (OECS) Secretariat, the Pacific Islands Forum Secretariat (PIFS) and the Caribbean Community (CARICOM). A questionnaire was developed and completed by 17 trade advisers (see Annex 5), meaning that all advisers responded.

Findings

11. The Programme was assessed against five criteria: (1) Relevance; (2) Effectiveness; (3) Impact; (4) Efficiency; and (5) Sustainability. The evaluation found that the Programme had contributed positively to member countries' and regional institutions' trade policies and agreements; provided meaningful capacity-building; and supported regional and international trade integration. Overall, the Programme largely achieved its intended objectives.
12. Going forward, there is potential to build on what has been achieved so far, and it is recommended that ComSec explore developing a successor Programme.

Relevance

13. The H&S Programme was viewed as relevant to beneficiary member countries. All stakeholders interviewed for this evaluation indicated that the support received had contributed to achievement of national, regional and international trade priorities. In addition, the interventions were found to be closely aligned with priorities of ComSec's Trade Programme.

Effectiveness

14. Stakeholders considered the Programme effective in the development of national trade

policies and national export strategies. For example, in Belize, Fiji, Kenya and Malawi, the Programme supported the development of the very first trade policy and/or national export strategy; in Jamaica, the Programme revised the trade policy. Stakeholders reported that, following programme support, trade policy frameworks and strategies were strengthened. The Programme was also seen to have contributed positively to national trade policies, strategies and legislations, for example by trade advisers supporting the setting-up of new trade-focused units.

15. At the regional level, the Programme's trade advisers played an active role in supporting regional economic integration through technical support to trade negotiations. Examples include support in reaching and ratifying the Africa Continental Free Trade Agreement (AfCFTA) and the Pacific Agreement on Closer Economic Relations Plus (PACER-Plus). The Programme's trade advisers also supported relevant member country institutions to develop position papers and to coordinate national and regional negotiation positions.
16. The Programme's trade advisers facilitated partnerships and collaboration with organisations such as the CARICOM Secretariat, the Caribbean Regional Technical Assistance Centre (CARTAC), the Inter-American Development Bank (IADB), the German Development Corporation (GIZ, Deutsche Gesellschaft für Internationale Zusammenarbeit), the United Nations Development Programme (UNDP) and the New Zealand and Australian Agencies for International Development (NZAID and AusAID). In total, funding and partnerships worth over €1 million were generated.

Efficiency

17. The 17 surveyed trade advisers viewed ComSec's management of the H&S Programme favourably. All of them reported that the ComSec's Programme Management Team (PMT) had done an 'excellent' job in managing the Programme. Respondents also highlighted ComSec's communications and attention to detail as positive.

18. Stakeholders viewed the programme delivery model as effective. It addressed individual countries' needs and allowed governments to participate meaningfully in regional and international trade processes, while ensuring a coherent national and regional approach to trade policy development. Through programme support, member countries and regional institutions were able to accelerate their national and regional trade agendas.
19. The Programme's trade advisers contributed positively to delivering on and driving forward national and regional trade agendas. Their expertise was valuable in addressing local capacity and policy gaps through sensitisation and training, and in supporting trade negotiations, including through the mobilisation of resources. In most of the beneficiary countries, H&S trade advisers worked in low-resourced environments and there was a genuine need for capacity support. As a result of this low capacity, trade advisers sometimes found themselves filling capacity gaps within the units rather than transferring more specialised technical trade expertise.
20. There were several examples of programme sustainability. In PIFS, as part of the H&S exit strategy, the Programme's trade advisers worked to integrate elements of the Programme into the Secretariat. PIFS subsequently reported that it was planning to roll out a trade programme modelled on H&S, with EU funding. The two trade advisers within PIFS were retained, with PIFS providing 53 per cent of the funding and ComSec providing the remaining 47 per cent. AUC also collaborated with ComSec to retain advisers assigned under the Programme, for a transition period to June 2020.
21. Trade advisers working more closely with higher-level and technically specialised local staff within national and regional organisations were better supported and demonstrated more strategic contributions and a higher degree of influence. In some instances, they ended up focusing more on up-skilling local and regional staff to address capacity gaps than providing more strategic technical support to move trade policies forward.
22. Low staffing levels and skills gaps within relevant host countries and regional economic organisations were on-going challenges. In very resource-constrained member countries, the Programme's Terms of Reference for trade advisers could include advice on the amount of time to be spent on addressing skills and administrative gaps, which should ideally be low, if possible. Ideally, the trade adviser's time should be spent on providing higher-value technical advice.
23. Trade advisers should develop a baseline diagnostic at the outset of their placement, consisting of (1) an assessment of the host institution's technical trade-related capacity and (2) a country- or regional needs assessment of the trade context, challenges and needs. This would help in identifying local capacity gaps and understanding role expectations and requirements. It would also help in managing host institution expectations to avoid overstretching the trade advisers. Finally, it would help demonstrate impact.
24. During the Consolidation Phase, short-term extension contracts had to be issued to trade advisers as a result of the no-cost extensions after August 2018. Going forward, the Programme should negotiate with partners to ensure funding is in place to cover contract extensions, to allow a higher level of certainty on the future of the Programme for trade advisers.
25. Allocation of funds for programme delivery should continue based on both activity and country. The budget limit per country should be communicated to the host institution and trade adviser and should be aligned with a detailed work plan.

Sustainability

20. There were several examples of programme sustainability. In PIFS, as part of the H&S exit strategy, the Programme's trade advisers worked to integrate elements of the Programme into the Secretariat. PIFS subsequently reported that it was planning to roll out a trade programme modelled on H&S, with EU funding. The two trade advisers within PIFS were retained, with PIFS providing 53 per cent of the funding and ComSec providing the remaining 47 per cent. AUC also collaborated with ComSec to retain advisers assigned under the Programme, for a transition period to June 2020.

Lessons learnt

21. Trade advisers working more closely with higher-level and technically specialised local staff within national and regional organisations were better supported and demonstrated more strategic contributions and a higher degree of influence. In some instances, they ended up focusing more on up-skilling local

Recommendations

Based on the positive feedback from stakeholders on Phase II of the Programme and the Consolidation Phase, it is recommended that a successor Programme be explored, incorporating the recommendations listed below.

Programme design

1. A needs and baseline assessment should take place at the outset of trade adviser placements, at either the regional level (for regional trade advisers) or the country level (for national trade advisers) on (1) the host institution and team's capacity, including gaps, and (2) the country/ regional institution's trade context, including trade-related challenges. This could be incorporated into the inception report.
2. In addition to providing technical support to government institutions, focus a higher proportion of trade adviser support on small- and medium-sized private sector enterprises, to build their capacity to participate in trade policy development.
3. Embed flexibility in the structure of the new Programme to better align with shifting trade policy dynamics.
4. Ensure that trade adviser assignments are well integrated in local institutions and aligned with national and/or regional trade priorities and activities.
5. Consider building into the Programme a budget to fund activities for skills transfer between national and regional trade advisers.
6. Focus on priority areas where there is a need for technical expertise, including, but not limited to:
 - The impacts of climate change and changing weather patterns on trade, especially for small island developing states;
 - Green markets and investments;
 - E-commerce and connectivity; Advice on legislation to address technological advances affecting trade, soft infrastructure and investment governance;
 - Integrating the Sustainable Development Goals into trade priorities;
 - Trade in services, changing and deepening global and regional value chains and regional trade integration efforts.

Funding and partnerships

7. Continue to seek additional funding to leverage ComSec funding. Co-funding should be open to member countries, regional institutions, development partners and the private sector. Models for funding could include funding by country, region, sector, or activity, to provide flexibility for funders.

Role and placement of trade advisers, and identification of counterparts

8. Work with the local partner to identify the most strategic location within the host institution to place the trade adviser, and whether it will provide him/her with access to relevant decision-makers.
9. At the outset of trade adviser placements, their role and the expected contributions from host institution stakeholders should be clearly outlined and communicated. One option would be to conduct a review (during the design phase) into the ideal type and level of trade adviser contributions, and how best to communicate and ensure accountability around this with local partners.
10. Clearly identify and agree local counterparts (or teams) within the host institution at the outset of the trade adviser's assignment.
11. Set targets around skills transfer to local counterparts.

12. Develop a collaboration model for regional and national trade advisers that will facilitate strategic engagement and communications between national and regional trade advisers, and with ComSec's own trade advisers.
13. Provide incentives and competitive remuneration package for trade advisers comparable with those for similar roles, to attract and retain skilled professionals.

Programme management

14. Continue the current programme management model (i.e. led by the ComSec PMT) but strengthen links to ComSec's own Trade Division and trade advisers.
15. When agreeing trade adviser placements, consider what the local priorities are, and where the trade adviser can provide the most meaningful contribution.

Monitoring, evaluation and reporting

16. Develop an evaluation framework that would:
 - Set out a theory of change outlining how the Programme contributes to the ComSec Secretariat Strategic Plan 2017/18–2020/21 (or the next plan, depending on timing).
 - Identify and define the Programme's overarching goals, key results areas/short- medium- and long-term outcomes, outputs (activities) and inputs.
 - Identify and define indicators and targets to measure impact, and list key evaluation questions.
 - Align the individual country/regional workplans with the evaluation framework and provide easy-to-use guidance for trade advisers on how to measure and report on impact.
17. The progress reporting framework should be fit for purpose, striking a balance by capturing key outcomes without placing an unnecessary reporting burden on the trade advisers.
18. Develop dedicated progress reporting templates for both the regional and the national levels.
19. Clarify to trade advisers at both the regional and the national levels the Programme's reporting and information flow, and their role in the process.

1. Introduction

1.1 Introduction

The Hub and Spokes (H&S) Programme was an Aid for Trade initiative that helped enhance trade capacity in the African, Caribbean and Pacific (ACP) group of states. It consisted of three phases:

- Phase I covered the period 2004–30 June 2012.
- Phase II covered the period 1 July 2012–27 May 2017.
- The Consolidation Phase covered the period 28 May 2017–31 August 2019, with implementation ending on 30 April 2019 and a period of four months to 31 August 2019 used to accommodate the complete repatriation of trade advisers and to commence preparation of final reports, audits, and evaluations.

The Commonwealth Secretariat (ComSec) Strategy, Portfolio, Partnership and Digital Division, in collaboration with the H&S Team, commissioned this final evaluation of Phase II and the Consolidation Phase, covering the implementation period July 2012–30 April 2019. The evaluation focuses on the ComSec-managed part of the Programme. See Annex 1 for the Terms of Reference and Annex 2 for the Evaluation Framework.

The H&S Programme was implemented jointly by ComSec, the European Union (EU), the Secretariat of the ACP Group of States Secretariat¹ and the Organisation internationale de la Francophonie (OIF). ComSec and the OIF jointly managed the Programme. ComSec managed the trade advisers based in Eastern and Southern Africa (ESA), the Caribbean and the Pacific, while OIF managed the trade advisers in West and Central Africa.

The Programme's overall objectives were to:

- Contribute to sustainable economic development and poverty reduction in

ACP countries through closer regional integration and increased participation in the world economy;

- Strengthen the capacity of ACP countries to formulate appropriate trade policies, participate effectively in international trade negotiations and implement international trade agreements to their advantage.

Under the Programme, country-level trade advisers – the 'spokes' – strengthen and enhance the capacity of government ministries, while regional trade advisers – the 'hubs' – provide trade policy assistance to major regional organisations in ACP countries. At the end of February 2019, the Programme had a presence in 15 countries, consisting of 5 regional trade advisers and 4 trade advisers deployed to regional economic communities (RECS) and 11 national trade advisers assigned to provide dedicated country support. (Note that this report will refer to these categories of adviser as 'trade advisers'.)

The Programme was implemented in 19 ACP countries and within 7 regional economic organisations/communities (the Pacific Islands Forum Secretariat (PIFS), the East African Community (EAC) Secretariat, the Common Market for Eastern and Southern Africa (COMESA) Secretariat, the Southern African Development Community (SADC) Secretariat, the Caribbean Community (CARICOM) Secretariat, the Organisation of Eastern Caribbean States (OECS) Commission, and the African Union Commission (AUC).

The Programme also had a dedicated presence in non-Commonwealth ACP countries – namely, Burundi, Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI). In some instances, regional trade advisers provided support to non-Commonwealth countries covered by their region (see Annexes 6 and 7).

The total budget for Phase II of the Programme was €9.5 million, and the total budget for the Consolidation Phase was €3.9 million. As such, the total budget for the two phases was €13.4 million. Of this, the EU contributed 73.68 per cent (€9.9 million) and ComSec contributed 26.32 per cent (€3.5 million).

1 The ACP Secretariat administered the H&S Consolidation Phase, as a direct grant, through the ACP-EU TradeComII Programme, which was funded through EU European Development Fund (EDF). This did not affect implementation or management of the Programme by ComSec. The EU endorsed the grant agreement and issued all payments directly to ComSec. Under Phase II, the Programme was managed directly by the EU.

1.2 Evaluation approach and methodology

ComSec's Strategy, Portfolio, Partnership and Digital Division, in collaboration with the H&S Team, commissioned this final evaluation of Phase II and the Consolidation Phase of the ComSec-supported part of the H&S Programme, covering the implementation period July 2012–April 2019.

The purpose of this evaluation is to assess the H&S Programme's relevance, effectiveness, efficiency and sustainability in Commonwealth countries in the ACP regions, in order to understand what worked well and what did not, and to identify lessons learnt that can inform the design of a potential successor Programme. This evaluation:

- Assesses the extent to which the Programme's support was relevant to the priorities of ACP member countries, particularly Commonwealth member countries, as set out in the Programme's logical framework and key result areas (Annex 8);
- Assesses the benefits derived from the Programme and identifies key achievements/successes and challenges;
- Evaluates the efficiency and effectiveness of the Programme's design and implementation, from both a strategic and an operational perspective;
- Summarises key findings and identified lessons learnt;
- Provides advice on the effectiveness of the measures implemented in the Consolidation Phase with regard to sustainability post-August 2019;
- Provides recommendations to inform the design of a potential future Programme.

The evaluation was conducted by ComSec's Evaluation Team with technical support from an external consultant.

In terms of methodology, a mixed-methods approach was followed, through:

- A desk review of all programme documentation and reports, documentation on technical outputs, national- and regional-level reports, trade sector reports and other relevant documentation (see Annex 3);

- Semi-structured interviews conducted with programme staff, partners, policy-makers and stakeholders in six ACP countries (Fiji, Jamaica, Kenya, Malawi, Samoa and Zambia) and in four RECs (covered by the AUC, the COMESA Secretariat, the OECS Secretariat, the PIFS and the CARICOM Secretariat) (see Annex 4);
- Field missions conducted in Fiji, Jamaica, Kenya, Malawi, Samoa and Tanzania and visits to the PIFS, the AUC, the OECS Secretariat and the COMESA Secretariat, to all of which trade advisers had been assigned;
- A questionnaire, which was completed by all 17 trade advisers (see Annex 5).
- Review of relevant ComSec evaluations.

1.3 Limitations

The timing of the evaluation (2019/20) was selected to ensure maximum interaction with trade advisers at the end of their assignments. The timing of the field missions (March–April 2019) coincided with the finalisation of the implementation period of the Programme. This was a time when the trade advisers were very focused on programme completion and handover of outstanding work to beneficiaries before the Programme's finalisation on 30 April 2019. This affected the amount of time each trade adviser had available for interviews with the ComSec Evaluation Team, and the number of in-country stakeholders available for interview. For those stakeholders who were not available for interviews during the field visits, the ComSec Evaluation Team and the external consultant conducted follow-up phone calls, where possible.

It is challenging to demonstrate a clear cause-and-effect relationship between the Programme's outputs (i.e. the technical expertise provided by the trade advisers) and the overall objectives (Contribute to sustainable economic development and poverty reduction in ACP countries; Strengthen the capacity of ACP countries to formulate appropriate trade policies, participate effectively in international trade negotiations and implement international trade agreements to their advantage). This is because of the many external factors that have an impact on international trade (e.g. productivity, exchange rates, international demand, etc.). As such, this evaluation focuses more on the output level (i.e. activities conducted); where possible, it makes links to how these outputs have contributed to outcomes and overall objectives.

2. Context

2.1 Background

The H&S Programme took a multi-donor approach to the enhancement of trade capacity and competitiveness in ACP countries. As mentioned, in terms of respective roles, ComSec and OIF jointly managed the Programme, with ComSec managing trade advisers in ESA, the Caribbean and the Pacific and OIF managing trade advisers in West and Central Africa.

The ComSec-managed national-level trade advisers were deployed across ministries of trade in:

- **Africa:** Botswana, Burundi, Kenya, Lesotho, Malawi, Mauritius, Uganda, Zambia;
- **Caribbean:** Belize, Guyana, Jamaica, St Vincent and the Grenadines;
- **Pacific:** Fiji, FSM, Kiribati, RMI, Samoa and Tonga.

The Programme's logical framework (see Annex 8) identified programme outputs/key results areas that would help achieve the overall objectives. An overview is provided below. Note that Results 1–5 remained the same for all phases of the Programme but Result 6 was added under the Consolidation Phase.

Programme outputs/key result areas



Result 1: Key ACP stakeholders trained on trade policy issues

- 1.1 Train and sensitise key public and private sector trade policy practitioners and implement institutional capacity-strengthening and reforms;
- 1.2 Conduct diagnostic studies and comprehensive trade capacity needs assessments, including analytical work on emerging trade issues, and implementation of the Sustainable Development Goals (SDGs) and Economic Partnership Agreements (EPAs).



Result 2: Effective trade policy drafted, and relevant international agreements successfully negotiated and implemented

- 2.1 Prepare briefs, background papers and data analysis to include emerging trade issues to inform and support trade negotiators and policy-makers, in particular within the framework of the ACP-EU EPA negotiations and implementation;
- 2.2 Elaborate draft legislation and regulations to improve compliance with regional and international trade agreements;
- 2.3 Support specific stakeholders to contribute to trade policy documents and strategic processes.



Result 3: National and regional trade consultative networks established and strengthened

- 3.1 Establish and support public/private trade policy advisory networks, in particular in Trade Facilitation Committees;
- 3.2 Establish networks of regional/national experts in trade policy or trade facilitation;
- 3.3 Adopt a framework for public-private partnerships on trade and integrate this into the annual work plans of the countries.



Result 4: Collaboration and partnerships strengthened to maximise benefits of Aid for Trade opportunities

- 4.1 Train counterparts on the development of technical proposals for access to other Aid for Trade programmes and financial resources;
- 4.2 Establish partnerships with third party Trade Aid Fund donors to co-fund programme activities.



Result 5: Intra-ACP communications and sharing of knowledge and best practices on trade development

- 5.1 Revise and implement the H&S Communication & Advocacy Strategy;
- 5.2 Establish an online portal and utilise social media platforms to facilitate technical exchanges by a network of trade advisers;
- 5.3 Disseminate programme achievements, best practices and lessons learnt, and improve visibility of the Programme.



Result 6: Capacity of beneficiaries to take over and fund the Programme on their own and/or develop a successor Programme on contemporary trade challenges enhanced.

- 6.1 Conduct training and other capacity-building to ensure the viability and ownership of the Programme by the beneficiaries.

2.2 Governance

The H&S Programme was governed by a Programme Steering Committee (PSC) consisting of representatives from the OIF, ComSec, the EU, the ACP group of countries and regional organisations. During the Consolidation Phase, the Programme was administered by the ACP Secretariat, through the TradeComII Programme, and the Programme Management Team (PMT) was required to report on implementation at TradeComII PSC meetings. However, specific H&S PSC meetings were also convened.

The PSC's role, as set out in the programme grant agreement, was to review the trade advisers' annual workplans and make decisions on adapting workplans as needed. PSC meetings took place on a six-monthly basis, either in Brussels or tied in with global workshops. The PSC consisted of director-level representatives (who were informed by Programme-level staff).

Global workshops held every 18 months included host organisations, external donors and the PSC, as well as programme staff from the four organisations. The goals were to discuss lessons learnt, best practices and plans for the future.

From 2016 onwards, the ComSec PMT conducted regional workshops that took place once a year

to provide oversight and coordination and to adapt the Programme to changes in priorities, as necessary.

In addition, the PMT conducted monitoring missions once a year to countries or regions. These missions assessed programme implementation and provided the platform to strengthen relationships with local partners and in-country EU delegations, and to advocate for the continuation of the Programme.

2.3 Monitoring

To measure progress, trade advisers completed and worked to an annual workplan, which included activities, expected results/outcomes/impacts and targets/indicators, all aligned with the key results areas. These workplans were used as a yardstick to measure targets and delivery in country.

Every six months, workplans were reviewed with the ComSec PMT, to address and plan for emerging issues. This also increased flexibility in the Programme.

These workplans were approved by beneficiaries, the ComSec PMT and the PSC. Monitoring was informed by the governance activities happening through the PSC, the global workshops, the monitoring visits and the regional workshops.

2.4 The Commonwealth Secretariat's Trade Division

ComSec's Trade Division sits within the Trade, Oceans and National Resources Directorate. It seeks to create and facilitate improved trade opportunities for member countries with a focus on:

- Enhancing trade competitiveness;
- Financing small states to address challenges confronting them in respect of trade and to capitalise on trade opportunities; and
- Supporting trade policy formulation, analysis and reform.

The H&S Programme contributed to the goals of ComSec's Trade Division and ComSec Strategic

Plan 2013/14–2016/2017 Strategic Outcome 5: *'Development – Pan-Commonwealth – More inclusive economic growth and sustainable development,'* and, under this, the Intermediate Outcome: *'Effective policy mechanisms for integration and participation in the global trading system.'*

The Programme also contributed to ComSec's current Strategic Plan (2017/18–2020/21), and its Outcome 4: *'Economic Development (Prosperity): More inclusive economic growth and sustainable development,'* and, under this, the Intermediate Outcome: *'Effective mechanisms for increased trade, increased access to trade, employment and business growth'* (one mechanism of which is to improve international competitiveness through trade).

3. Findings

This section sets out the evaluation's findings, assessed against the Organisation for Economic Co-operation and Development's Development (OECD)'s Development Assistance Committee (DAC) criteria of relevance, effectiveness, impact, sustainability and efficiency. Evidence is drawn from the desk review, field visits, interviews, focus group discussions and questionnaire.

3.1 Relevance

This section assesses the extent to which the Programme's support was relevant to the priorities of ACP member countries, particularly Commonwealth member countries, and as outlined in the Programme's logical framework and key result areas (i.e. Contributing to the sustainable economic development of member countries; Promoting regional economic integration; and Reducing poverty).

Evaluation feedback suggested that the H&S Programme was relevant to the priorities of beneficiary ACP member countries, and more specifically to Commonwealth member countries. All stakeholders interviewed indicated that the support received had contributed to the achievement of national, regional and international trade priorities. There was also seen to be alignment with the ComSec's Trade Division work.

Technical support received through the Programme by the **Pacific Island Forum (PIF) member countries** contributed to the development of relevant Pacific trade policies and strategies. Stakeholders interviewed reported that the technical advisory support had contributed to the successful negotiation and conclusion of trade and economic development agreements such as the Pacific Agreement on Closer Economic Relations Plus (PACER-Plus). Trade advisers were based centrally at PIFS and in Pacific ACP member countries to support regional and member country capacity and trade policy development in the lead-up to PACER-Plus negotiations, and supported the negotiations themselves.

Member countries sought technical support in advancing their trade negotiations, which was a central role the trade advisers fulfilled. With the PIFS being a hub for delivery to the Pacific region, trade advisers were based centrally (at PIFS) and in Pacific

ACP member countries to support capacity and policy development and negotiations.

FSM benefited from the Programme through support to the development of trade policy briefs and negotiating papers during the PACER-Plus lead-up and negotiations. These were used to formulate national positions and advance national interests during PACER-Plus negotiations and in wider international fora. The Programme also developed technical briefing documents and background papers to support the FSM Congress and the Parliament of the RMI during the ratification process of the Treaty Establishing the Micronesian Trade and Economic Community (MTEC).

Kiribati's trade adviser focused on economic integration through the Pacific Island Countries Trade Agreement (PICTA) and supported the review and revising of its national development plan.

Within the **Caribbean region**, regional trade advisers were placed in the OECS Commission and the CARICOM Secretariat. Based on a review of country documentation and national development plans, the activities of the national-level trade advisers stationed in Belize, Guyana, Jamaica and St Vincent and the Grenadines largely aligned with national development plan priorities. Likewise, regional interventions broadly aligned with CARICOM objectives and strategic interests.

At the regional Caribbean level (and specific to OECS member countries), the Programme was managed through the Trade Policy Unit within the Economic Affairs and Regional Integration Unit of the OECS Commission. Staff within the Unit were generally of the view that the Programme had been very useful and relevant to the OECS Commission in securing and advancing the trade interests of member countries.

It was noted that the Programme had been conceptualised at a time when member countries were negotiating various trade and economic agreements, such as the Caribbean Forum (CARIFORUM)-EU EPA¹ and the CARICOM-Canada

1 The EPA is the trade and development partnership signed in 2008 by the 15 states of CARIFORUM and the EU's 28 countries. See https://trade.ec.europa.eu/doclib/docs/2012/april/tradoc_149286.pdf

Agreement, and implementing WTO obligations. The Programme provided the OECS Commission, acting on behalf of its member countries, with support to negotiate and conclude these trade agreements. The support received by the trade advisers was positive, and, as quoted by one host organisation stakeholder interviewed, was *'invaluable and useful'*, given the organisation's limited resources.

According to certain stakeholders consulted for this evaluation, the trade advisers were *'instrumental'* in providing support that contributed to the effective drafting of trade policies, and in negotiations and the implementation of relevant international trade agreements. This was particularly the case for the operationalisation of the OECS Economic Union.

Having trade advisers in place meant that other development partners were able to more easily identify collaboration opportunities and fund initiatives. Collaborative partners included Compete Caribbean, the Caribbean Export Development Agency and the World Bank, among others.

The trade advisers provided advice and informed decision-making on operationalising the **OECS** Economic Union's Free Circulation of Goods Regime, as well as advancing trade under the CARICOM-Dominican Republic Bilateral Trade Agreement, advancing the regional agenda given the outcomes of the 11th World Trade Organization (WTO) Ministerial Conference and supporting finalisation of a CARIFORUM draft EPA monitoring system.

The **AUC** participated actively in the H&S Programme work in Africa. The regional trade adviser provided input on various issues, particularly those that pertained to implementation of the Africa Continental Free Trade Agreement (AfCFTA). Key priorities identified for action by the trade adviser included private sector development; global market access; trade capacity development; regional integration; and emerging trade issues. These priorities were identified against the backdrop of the various challenges confronting the region, such as weak or non-existent institutional trade policy frameworks; overlapping trade policy mandates; gaps in trade regulation; poor- or low-quality trade-related information and communication technology (ICT) and transport and energy infrastructure; and low levels of implementation of regional and international trade commitments and obligations.

The H&S Programme contributed positively to the achievement of the trade policy development objectives within the African region, and their aim of increased regional and continental trade integration. Support through the Programme was administered through the AUC and in several regional organisations and African countries. Within the African region, there were several examples of the H&S Programme promoting joint partnerships and collaboration with other international entities, such as the EU, the German Development Corporation (Deutsche Gesellschaft für Internationale Zusammenarbeit – GIZ), the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Economic Commission for Africa (UNECA).

Summary: Relevance

Overall, it appears that the H&S Programme was of relevance to the beneficiary countries. Support received was demand-driven. As such, the interventions were generally well aligned with and relevant to national, regional and international priorities and the strategic objectives of the beneficiary country. Actions undertaken under the Programme were specifically formulated to ensure relevance in one or more dimensions of trade and/or economic development. In addition, key areas of focus of the interventions aligned with relevant themes and dimensions of contemporary trade policy and law.

3.2 Effectiveness

This evaluation's desk review, questionnaire and stakeholder consultations indicated good progress made by the H&S Programme towards intended results. This section highlights key examples of technical support provided by the trade advisers and assesses the extent to which this work was effective. The section is structured around the Programme's key results areas.

3.2.1 Effectiveness of Result 1: Key ACP stakeholders trained on trade policy issues

Capacity-building provision was a key output of the H&S programme. The trade advisers designed and delivered a series of capacity-building initiatives for stakeholders. Recognising the limited resources available for their delivery, advisers across the ACP regions collaborated with international and

regional organisations to access funding and expertise, including the WTO, which funded an H&S training programme in Jamaica, and GIZ (through the SADC), which funded a training programme in Malawi. Resources were also mobilised from development partners for training and sensitisation.

Overall, stakeholders gave positive feedback on the Programme's capacity-building initiatives. Trade advisers were generally regarded as competent, accessible and useful within their institutions. They were also seen as extending their support outside the host institution as and when required. Member countries in regions where regional trade advisers were placed (i.e. within regional institutions) also benefited at the national level.

A regional trade adviser was based within the OECS Commission (based in Saint Lucia), to provide regional support to OECS member countries. This trade adviser supported some national-level work in **Saint Lucia**, where one stakeholder noted that help from the trade adviser had '*assisted the Ministry at a national level in formulating and negotiating positions, and through regular policy advice and support for policy development.*'

Under Phase II, trade advisers received funding to conduct training programmes. This was also the case during the Consolidation Phase but with less funding available. Some stakeholders reported that having to fundraise for activities negatively affected their ability to facilitate training programmes. However, it should be noted that strengthening collaboration and partnerships was a key results area (see Key Result 4). One key aspect of this was to raise capacity to mobilise resources within local institutions (so they would be in a position to raise funds from donors for activities post-H&S Programme).

Stakeholders noted that the global trade arena is continuously changing, and that this means on-going capacity-building and support are required. Capacity-building requirements are becoming more complex, as member countries need to keep up with international developments.

The evaluation found that local stakeholders' training absorption capacity was limited in most countries as a result of the under-resourced nature of trade-focused institutions. For example, in **Guyana**, it was highlighted that, given the small number of public officers in the foreign trade department, some important training opportunities, especially those offered by the WTO, were not pursued, even when these were fully funded.

The capacity support and technical advisory work of the trade advisers was not limited to providing trainings: the work was broader, and included mentoring, coaching and working closely with local counterparts to develop their skills. As a part of on-going skills transfer and support to member countries, the trade advisers also provided mentorship and support for delivery of key tasks, both within and outside the institutions where they were placed.

Skills transfer from the trade adviser to his/her counterpart was sometimes challenged by lack of a designated counterpart and/or of commitment by the counterparts, and high changeover among host organisation staff. Effectiveness of trade adviser support was also sometimes limited as a result of low-level local capacity, particularly within the areas of trade in services and intellectual property rights.

In Guyana, an interviewee noted that, '*The services sector has not effectively taken advantage of the opportunities that would otherwise be available to the sector within the regional agencies like the Caribbean Export Development Agency. Efforts to build the trade in services coalition continue and remain work in progress.*'

In those instances where trade advisers were fully integrated into supporting and facilitating trainings, mentorship and delivery of programmes, a higher degree of capacity was developed in the various host institutions. In instances where in-country trade units were under-resourced, trade advisers sometimes ended up filling gaps as opposed to transferring skills. There was often high disparity between the capacity of the trade advisers and that of institution staff, especially at the national level. At the regional level, there was less of a disparity in the skills of trade advisers and local staff.

An overview of activities delivered can be found in Annex 9.

3.2.2 Effectiveness of Result 2: Effective trade policy drafted, and relevant international agreements successfully negotiated and implemented

3.2.2.1 Drafting of trade policy

Significant support was provided in the development and revision of *national trade policies and national export strategies*. In some of the surveyed countries, such as **Belize, Fiji,**

Kenya, Kiribati and **Malawi**, support through the H&S Programme represented the first time that a national trade policy or export strategy had been developed.

In **Jamaica**, the trade adviser supported from 2014 onwards the development of a revised Foreign Trade Policy to safeguard interests and special needs in the country. The final Foreign Trade Policy was launched in October 2018.

In **Guyana**, the trade adviser supported the drafting of the Anti-Dumping and Countervailing Duties Legislation.

In **Kenya**, the trade adviser was engaged in the sensitisation of stakeholders (funded by TradeMark East Africa), including of Members of Parliament, on the Trade Remedies Bill to foster buy-in and support. Parliament subsequently enacted the Trade Remedies Act in June 2017. Key tenets of the Act include investigation and evaluation of alleged dumping and subsidised exports to Kenya, and the investigation and evaluation of alleged import surges in the country.

In **Samoa**, the trade adviser's support was instrumental in the development of Samoa's National Trade, Commerce and Manufacturing Sector Plan (TCMSP). This was developed jointly by the Ministry of Commerce, Industry and Labour (MCIL) Samoa and the Ministry of Foreign Affairs and Trade (MFAT) of Samoa. The TCMSP instigated several projects and additional resources such as the Enhanced Integrated Framework (EIF) (which is the only multilateral partnership dedicated exclusively to assisting least developed countries in their use of trade as an engine for growth, sustainable development and poverty reduction funding). For example, to support the implementation of the TCMSP, a Trade Unit was set up within MCIL with financial support from the EIF and UNDP.

The trade adviser in Samoa provided technical and advisory support to develop the Terms of Reference for a tier-two proposal for the EIF. This proposal, for a Trade Sector Support Programme, was approved and is currently being implemented.

The trade adviser based in Samoa also coordinated and provided advisory support to develop Samoa's Citizenship through Investment Programme and Legislation, which was subsequently implemented. One stakeholder interviewed for this evaluation noted that, '*There was a need to manage this*

programme with integrity, to ensure strong due diligence of candidates, and ensure that investments under this programme were visible, provided national benefit and created employment opportunities for Samoan nationals. The advice provided by the trade adviser supported this approach.'

In Samoa, the national trade adviser supported coordination with the PIFS to develop the Competition and Consumer Protection Policy and Legislation for Samoa, which was approved by Cabinet and is now in place. The trade adviser also supported the creation of Samoa's Competition and Consumer Protection Commission, modelled on a similar approach in Fiji.

In **Kiribati**, the trade adviser played an active part in the development of the government's national development strategies: the Kiribati 20-Year Development Plan 2016-2036 and the Kiribati Development Plan 2016-2019.² Support was provided to establish the National Trade Advisory Committee, an accountability mechanism and inclusive multi-stakeholder consultative platform on trade policy issues. Supported was also provided to set up the National Quality Coordination Sub Committee, to support the implementation of Kiribati's National Quality Policy.³ In order to facilitate its implementation, the trade adviser trained and sensitised key stakeholders, including parliamentarians, on trade policy issues.⁴

A stakeholder at the OECS noted that, '*The major achievement of the programme relates to the support to the Trade Policy Unit, because they are also low in terms of numbers and their expertise is very streamlined. When the regional trade adviser joined, he was treated as part of the Trade Policy Unit, so, where they lacked expertise, they asked the regional trade adviser to step in e.g. issues to do with EPA, WTO, etc.'*

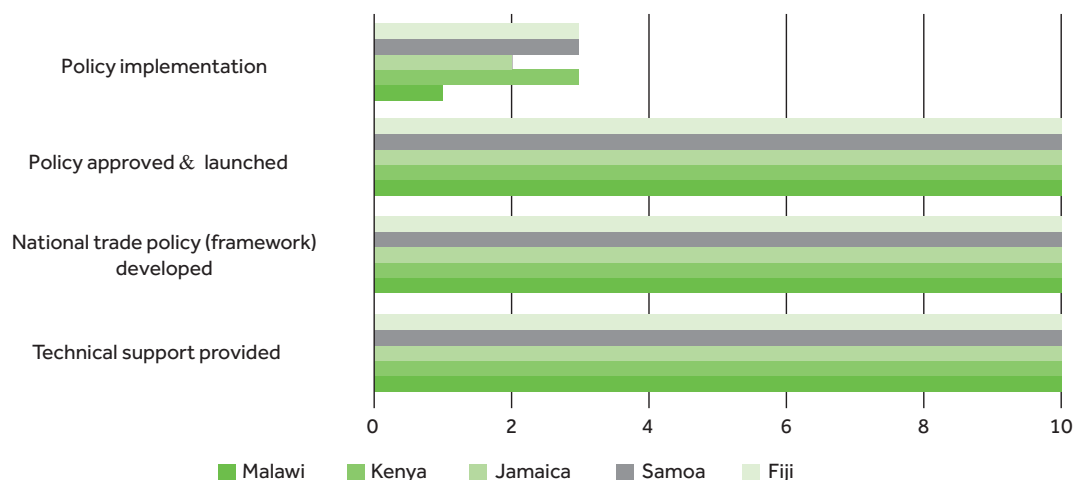
In some countries, such as **Kenya**, implementation of the national trade policy happened quickly; in others, such as **Malawi**, implementation was slower. Interviewees noted that a major challenge would be to take new trade policies and strategies forward,

2 <http://thecommonwealth.org/project/helping-mainstream-trade-kiribati-policy>

3 The Kiribati National Quality Policy is a high-level document, reflecting the country's goals and objectives with respect to quality of goods and services produced and traded nationally and abroad: <https://mcic.gov.ki/wp-content/uploads/2018/12/Kiribati-quality-Policy.pdf>

4 <http://thecommonwealth.org/media/news/enhancing-stakeholder-capacity-kiribati>

Figure 1. Progress on national trade policies in select H&S Programme countries (on a scale from 1 to 10)



Source: H&S evaluation progress analysis based on recreated theory of change.

and to monitor progress, as capacity within country-level trade policy units remained low.

Country-level requests for an extension or successor programme to the H&S Programme were generally focused on supporting trade policy and strategy implementation.

In terms of sustainability, the PIFS and the AUC co-funded the retention of trade advisers to provide support on trade policy. COMESA, Kiribati and Guyana were other examples of organisations

and countries that retained trade advisers at their own cost.

Figure 1 shows progress on national trade policies across select countries in which the H&S Programme was implemented. The highest degrees of progress were seen within the areas of technical support, national policy framework development and trade policies approved and launched. As should be expected, a lower amount of progress was made on trade policy implementation.

Case study: Trade policy support in Malawi



The trade adviser in Malawi led the development of Malawi's 2016 Trade Policy, which aims to make Malawi a globally competitive export-oriented economy, generating higher and sustainable livelihoods through trade that recognises the role of micro, small and medium-sized enterprises (MSMEs) and vulnerable groups. Following support from the trade adviser, the policy is in its third year of implementation with moderate success, particularly in the areas of market access, trade facilitation and, to some degree, policy coherence. As part of implementation, the Buy Malawi and the National African Growth and Opportunity Act (AGOA) strategies were developed and are being implemented.

Trade advisers reported facing challenges, such as weak or non-existent frameworks for trade policy coordination and consultation on trade policy among governments, the private sector and civil society at both the national and regional levels. This affected consultations on policy issues and timely feedback from stakeholders, in turn delaying policy development.

At the regional level, a challenge for trade advisers related to securing consensus on proposed

policies. Another major challenge related to a lack of data to support evidence-based policy-making and to develop position papers for negotiations. One trade adviser interviewed noted that, 'The lack of disaggregated trade data for both goods and services in member countries was a major constraint in the development of briefing and information documents, particularly for informing sector-specific recommendations in sectors of strategic importance to the region.'

Another stakeholder commented on the *'paucity of quality and up-to-date data to facilitate analysis to inform formulation of national and regional positions.'*

Based on the interviews and questionnaire conducted for this evaluation, support for trade policy and strategy delivery was well received by stakeholders and had a positive impact at the country and regional levels. It is likely that skills required for policy and strategy implementation may be different to those required for trade policy development. If the H&S Programme were to continue with a focus on trade policy and strategy implementation, trade advisers with a relevant skillset would need to be identified.

Overall, the H&S Programme has been effective in terms of its impacts on trade policy development within the programme countries, and progress has been made against Result 2: Effective trade policy drafted, and relevant international agreements successfully negotiated and implemented. It is still too early to assess the impact of the trade policies and strategies that are now in place.

An overview of activities delivered can be found in Annex 9.

3.2.2.2 International agreements negotiated and implemented

Overall negotiation and implementation of agreements

Overall, trade adviser support contributed to member countries reaching and ratifying trade agreements. Trade advisers played an active role in supporting regional and international trade agreements, such as through the development of briefs to guide trade negotiations and to inform the implementation of existing bilateral, regional and international trade agreements. At the regional level, trade advisers supported regional economic integration through technical support for the negotiations of AfCFTA⁵ and PACER-Plus.⁶

Going forward, countries now face the challenge of implementing the ratified agreements and protocols. The focus of the trade advisers has been mainly on the negotiation of trade agreements and formulation of policies, with less focus on implementation. Based on stakeholder feedback, trade agreements and policy implementation are most effective when the clear benefits of those agreements are understood and/or have been demonstrated, and where government prioritise implementation.

Regional examples of effectiveness on this component of Result 3 are provided in the following sections.

Pacific region

Trade advisers provided technical support to Pacific members of the ACP to negotiate the PACER-Plus agreement, with a focus on small island developing states (SIDS) such as FSM, Kiribati, RMI and Tuvalu. Trade adviser support was also provided for the implementation of the Melanesian Spearhead Group Trade Agreement.

One stakeholder consulted in **Samoa** noted that the trade adviser supported the *'preparation and review of Terms of References critical for analytical research in preparation of PACER-Plus negotiations and in determining Samoa's development needs and constraints in relation to PACER-Plus.'* It was noted that, when the trade adviser started in the role, Samoa had limited capacity to undertake trade negotiations.

The trade adviser built the capacity of relevant staff at MFAT and MCIL to lead trade negotiations and delegations. For example, following technical capacity-building by the trade adviser, the Samoan delegation, as part of the ACP-EU EPA negotiations, was equipped to chair the regional Pacific group, act as a spokesperson for the group and support regional partners in the negotiations.

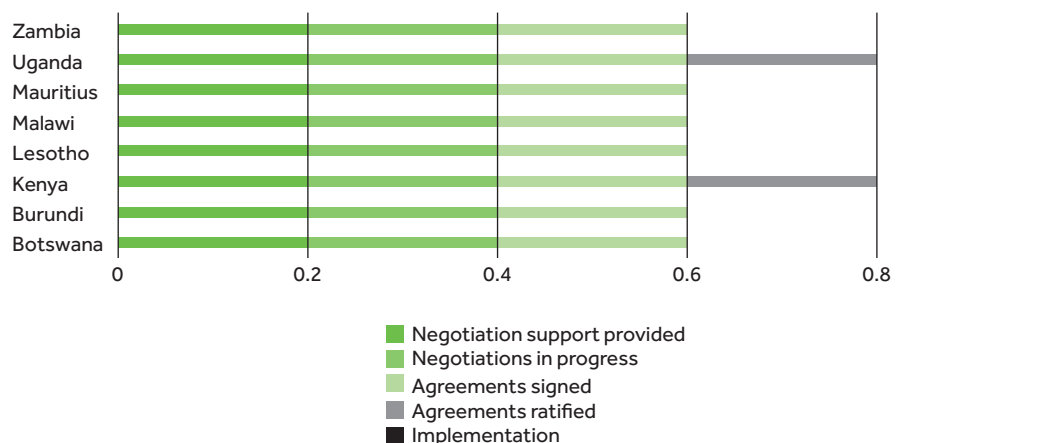
Caribbean region

In the Caribbean, the regional trade adviser provided technical and advisory support for the OECS Trade Policy Unit's establishment of a Customs Union and a Free Circulation of Goods Regime in the OECS Economic Union. This involved completion of a comprehensive trade performance review of the OECS member countries and the Dominican Republic, to facilitate implementation

5 AfCFTA is a trade agreement between 27 African Union member countries with the goal of creating a single market followed by free movement and an African single currency union. It was signed in Kigali, Rwanda, on 21 March 2018.

6 PACER-Plus is a regional development-centred trade agreement. It is a comprehensive Free Trade Agreement (FTA) covering goods, services and investment. Negotiations on PACER-Plus commenced in 2009 and concluded in Brisbane on 20 April 2017.

Figure 2 Progress on AfCFTA negotiations (on a scale from 0 to 1)



Source: H&S evaluation progress analysis based on recreated theory of change.

of Article 238 of the CARIFORUM-EU EPA⁷ by the OECS member countries, and inform the positions of OECS member countries in bilateral negotiations for enhanced trading activities under the CARICOM-Dominican Republic Bilateral Trade Agreement.

The regional trade adviser also compiled and reviewed the tariff and product classification systems of all OECS Protocol member countries, such as Antigua and Barbuda, Dominica, Grenada, Montserrat, St Kitts and Nevis, Saint Lucia and St Vincent and the Grenadines.

Given the long-term nature of the H&S Programme, national and regional trade advisers developed a high degree of institutional memory around countries' and regional organisations' trade agendas. While this was beneficial, it also creates a risk around sustainability if this institutional knowledge is not shared with local partners. For example, one stakeholder in OECS commented that:

'The regional trade adviser is an institutional memory; he has all the knowledge and at times he is underutilised. He is the go-to person for advice, he has been very impactful and an asset in all spheres e.g. CARICOM, WTO, EPA, Rules of Origin. They had a meeting at the ministry, and the regional trade adviser participated as a

representative of the OECS Commission – the meeting was on Article 238 of the EPA and made a valuable contribution. The regional trade adviser's point of view is unique and comes up with interventions that they would not have thought of otherwise.'

The OECS-based regional trade adviser supported the OECS Trade Policy Unit and member countries in analysing, formulating and advancing positions under the CARICOM-Canada negotiations for a Trade and Development Agreement, the CARICOM bilateral trade agreements and the WTO 11th Ministerial Conference. The trade adviser also served as lead negotiator on trade issues for the OECS during negotiations with Martinique and Saint Martin for associate membership of the OECS.

African region

Key contributions of the trade advisers based at the AUC included design and development of the AU Trade Facilitation Strategy, the AU Commodities Strategy and the AU Trade in Services Development Programme. Development partners operating in Africa are increasingly moving towards funding in-country trade priorities, such as ensuring that these priorities are embedded in member countries' national export strategies. There was evidence at the national level of increased implementation of trade facilitation priorities, such as cross-border trade, agricultural value chains and increasing production.

Figure 2 shows progress on the AfCFTA in countries with a dedicated national trade adviser in ESA. All member countries have signed the agreement and two of the eight countries have ratified it.

7 Article 238(2) provides that, 'Any more favourable treatment and advantage that may be granted under this Agreement by any Signatory CARIFORUM State to the EC party shall be enjoyed by each Signatory CARIFORUM State.' This means CARIFORUM countries are required to give the same or more favourable treatment in relation to the trade in goods and services to each other.

An overview of activities delivered can be found in Annex 9.

EU Economic Partnership Agreements

A core focus area of the H&S Programme was to strengthen the capacity of ACP member countries to conduct negotiations with the EU. The EU was in the process of negotiating a series of EPAs, with the aim of promoting ACP-EU trade and ultimately contributing, through trade and investment, to sustainable development and poverty reduction.

Some Pacific countries received support for work related to their EU EPAs from the H&S trade advisers. In **Samoa**, for example, the trade adviser provided advisory support and technical input into the development of Samoa's market access offer for the EPA negotiations, which the EU subsequently endorsed for Samoa's accession to the Pacific EPA in mid-2018. Samoa completed its process of accession to the EPA in 2018 and started applying the EPA on a provisional basis on 31 December 2018.

In the **Caribbean**, the trade advisers led several initiatives that informed decision-making on the EU-CARIFORUM EPA, supported the operationalisation of the Free Circulation of Goods Regime within the OECS Economic Union, provided support to further trade under the CARICOM-Dominican Republic Bilateral Trade Agreement, advanced the outcomes of the 11th WTO Ministerial Conference in the Caribbean and supported finalisation of a CARIFORUM draft EPA monitoring system.

Stakeholders interviewed in the **OECS** noted that both its trade advisers and member countries had participated in the CARIFORUM Working Group on Transposition of the Harmonised System in the EPA, and in a CARIFORUM meeting on the development of a mutual recognition agreement for architectural services.

In **Jamaica**, the national trade adviser supported technical discussions on the rollover exercise of the CARIFORUM-EU EPA into the CARIFORUM-UK EPA signed by Jamaica and eight other CARIFORUM States on 22 March 2019. The trade adviser also coordinated the preparation process for the WTO factual presentation of the CARIFORUM-EU EPA at the national level and contributed technical support to monitoring of the implementation of the CARIFORUM-EU EPA and the CARICOM Single Market and Economy (CSME).

Progress on EU EPAs was uneven across H&S Programme countries. In Jamaica, a stakeholder observed that implementation of the EPA was generally slow, both within CARIFORUM and from the EU's side. The major constraint for most CARIFORUM countries was a lack of financial and human resources to implement the agreement.

In **Guyana**, it was reported that implementation of the bilateral CARIFORUM/EU-EPA was slow, particularly with regard to Guyana's compliance with provisions on intellectual property rights and the compatibility of its Geographical Indications legislation⁸ with relevant EPA provisions and the identification of prospective Geographical Indications from Guyana that could be protected in the EU. Guyana implemented its EPA tariff liberalisation schedule in accordance with the commitments made under that agreement, and developed legislation to implement the EPA provisions related to trade in services by EU service providers.

The regional trade adviser based in COMESA assisted the **COMESA** Secretariat and member states of the ESA group to coordinate negotiation positions in advance of the negotiations of the ESA-EU EPA (both the interim ESA-EPA and the full ESA-EU EPA). In addition, the regional trade adviser based in COMESA and member countries participated in key international meetings and conferences of relevance to trade policy issues and economic development in the COMESA region (ACP, WTO, ESA EPA).

The regional trade adviser based in SADC supported efforts on the approval, ratification and implementation of the SADC-EU EPA, including working with countries to develop the harmonised implementation plans.

The trade adviser in **Kenya** played an instrumental role in the negotiations that resulted in ratification of the EAC-EU EPA on 20 September 2016. Under the EAC-EU EPA dispensation, Kenya has an opportunity to export all products that qualify under the Rules of Origin to all 28 EU countries on a duty-free basis, once the EPA becomes effective. At the time of this evaluation, Kenya had accessed the EU market under the Market Access Regulation,

8 This is an act to provide for the protection of geographical indications in order to fulfil the obligations of Guyana under the Agreement on Trade Related Aspects of Intellectual Property Rights of the WTO and related matters: https://www.iccia.com/sites/default/files/policieslegislation/guy39200_17.pdf

pending ratification by the other member countries. In the meantime, documents reviewed indicate that Kenya is developing a comprehensive framework for implementation of the EPA, including identifying specific roles of various agencies and establishing a docket in the Ministry of Industry, Trade and Cooperatives for documentation of violations and domestication of various provisions.

An overview of activities delivered can be found in Annex 9.

WTO trade facilitation

Several stakeholders consulted for this evaluation noted that the trade advisers had provided high-quality technical input for member countries and RECs on WTO Trade Facilitation Agreements (TFAs). This included drafting briefing papers, supporting, convening and participating in stakeholder engagements and supporting ratification and notification processes.

In **Belize**, the national trade adviser supported the realignment of an incentives programme in line with the Agreement on Subsidies and Countervailing Measures and WTO jurisprudence. This resulted in a new law passed, which harmonised and transformed Belize's law on Export Processing Zones/Free Zones Law into a law on Designated Processing Areas.

In **CARICOM**, the regional trade adviser supported the establishment of the Regional Committee on Trade Facilitation as the institutional framework to oversee implementation of the WTO TFA and also facilitated the inauguration and inception meeting of the Committee.

In **Lesotho**, the trade adviser developed a successful proposal for funding from the United States Agency for International Development (USAID). The trade adviser also held a three-day workshop to enhance the knowledge of relevant agencies on the WTO TFA, to inform the establishment of the Lesotho National Trade Facilitation Steering Committee.

In **Malawi**, the trade adviser supported the development of the National Trade Facilitation Action Plan I, including the categorisation of the WTO TFA commitments and the development of the Trade Facilitation Action Plan II. Additional support included implementation of several notification obligations under Malawi's WTO agreements.

Following support provided by the trade advisers, progress was made in some countries on the

implementation of WTO TFAs. In **Guyana**, for example, the Trade Facilitation Committee reviewed progress on implementation of the WTO Facilitation Agreement, noting progress had been made and reaffirming commitment to remain vigilant in complying with the agreement.

Overall, despite the support provided by the H&S Programme, many countries were challenged in the implementation of WTO TFAs, in particular SIDS. This challenge was also emphasised by stakeholders involved in the H&S Programme during ACP stakeholder consultations.

In **OECS**, one stakeholder noted that:

'Despite the best intentions of small states typically wanting to live up to their obligations and under the various agreements that they have signed up to, for example from the WTO level down to the regional agreements, it remains a daunting task/challenge to implement these agreements, and this is because of the requisite human capacity in terms of personnel that are sufficiently trained is not adequate.'

A respondent in **Saint Lucia** noted that:

'In Saint Lucia, as a member of CARICOM, OECS and a lot of other bilateral agreements, e.g. EPA/WTO, they are stretched beyond their means. With the same amount of work that a much bigger country like Barbados must do, Saint Lucia has to do it too, but they don't have 50 million people.'

An overview of activities delivered can be found in Annex 9.

3.2.3 Effectiveness of Result 3: National and regional trade consultative networks established and strengthened

Trade advisers generally played an effective role in establishing, supporting and strengthening, as well as facilitating and servicing, consultative trade networks. There was evidence across regions of active networks engaged on trade issues. In several instances, these groupings were institutionalised and are no longer dependent on the trade advisers. Examples include:

- **Kenya's** National Trade Negotiation Council;
- **Malawi's** National AGOA Committee and the Sub-Committee of the AGOA National Committee;

- **Malawi's** National Trade Facilitation Committee;
- The **Jamaica** Trade Adjustment Team;
- **Guyana's** Coalition of Service Providers;
- **Guyana's** National Advisory Committee on External Negotiations.

A key challenge for the implementation of trade policy was limited private sector engagement. In **Guyana**, the trade adviser noted that, *'Participation of the private sector stakeholders in the government–industry trade consultations remains low. Consequently, the private sector is not readily embracing the opportunities created by government under the various trade agreements that the country has signed.'*

In **Jamaica**, one stakeholder noted that, *'Trade ministry communication is usually asymmetrical – they just send out documents. Engagements between government and regional trade agreement takes place largely outside the reach of private sector, and the private sector is called in to comment in a short time after positions have been reached.'*

Stakeholders also noted that private sector stakeholders were reluctant to explore existing opportunities in regional markets, owing to a lack of confidence that they would be able to cope with competition from regional products that received support from their own governments. In addition, some private sector stakeholders in programme countries were reluctant to venture into new markets as they felt that their existing local market was adequate for their current needs.

An overview of activities delivered can be found in Annex 9.

3.2.4 Effectiveness of Result 4: Collaboration and partnerships strengthened to maximise benefits of Aid for Trade opportunities

Stakeholders identified a lack of funding to continue the H&S Programme as a key challenge. Trade advisers developed several funding proposals on behalf of their host organisation or country to secure additional financial resources to deliver on host country/region trade agendas. These fundraising efforts were viewed positively by member countries, which used new funding and programmes to establish or strengthen collaboration with development partners.

In terms of communications, stakeholders highlighted frequent and strong communications with host institutions and/or host government staff as key. Feedback from host organisations and governments about the trade advisers' communications was generally positive: partners consulted appreciated trade advisers' fast and prompt efforts to ensure that host institutions responded and made decisions in a timely manner.

In **Kenya**, the national trade adviser developed a successful funding proposal for institutional support for the Kenyan National Trade Negotiation Council for funding from the Trade Advocacy Fund.

In 2017, following the launch of a new National Trade Policy, Kenya's State Department of Trade launched a multi-agency National Trade Negotiations Council to identify trade policy gaps and advise government on key trade issues related to trade negotiations such as the EAC, COMESA, the African Continental Free Trade Area and the EAC-COMESA-SADC Tripartite Free Trade Agreement (FTA). The trade adviser drafted a successful proposal to provide logistical and capacity-building support for the National Trade Negotiations Council.

In the **OECS** region, through partnerships with the Caribbean Regional Technical Assistance Centre (CARTAC) and the Inter-American Development Bank (IADB) (and administered through the Compete Caribbean Programme), the regional trade advisers supported the operationalisation of the OECS Free Circulation of Goods Regime.

Within the **Pacific** region, trade advisers initiated a partnership with UNDP, which facilitated and supported the development of trade policy frameworks for Pacific Island Countries such as Kiribati.

Overall, the H&S Programme demonstrated good progress and achievements in terms of developing collaborations and partnerships and was able to attract over €1 million in funding.

Joint collaborations were also formed with the CARICOM Secretariat, CARTAC, IADB, GIZ, UNDP, the EU, the New Zealand and Australian Agencies for International Development (NZAID and AusAID) and other partners. Examples of collaborations and partnerships developed through the Programme are listed below.

- Proposal funded by TradeComII – Operationalisation of the Trade Remedies Agency – for **€300,000 (Kenya)**;

- Proposal funded by USAID – AGOA National Awareness – for **US\$15,000 (Malawi)**;
- Proposal funded by EIF and executed by UNCTAD – eTrade Services Assessment – for **US\$56,000 (Malawi)**;
- Collaboration by the regional trade adviser at OECS with the United Nations Economic Commission for Latin America and the Caribbean (ECLAC) in co-funding a major regional training workshop for OECS member countries on trade data compilation and analysis, to a total of 32 participants from various government ministries and the private sector – for **US\$60,000.00 (OECS)**;
- Support funded by the Standard Trade and Development Facility – project on strengthening the national food control system in Kiribati, with particular attention to the fisheries processing sector, supporting implementation of the National Quality Policy and strengthening sanitary, phyto-sanitary and national testing capacity – for **US\$46,000 (Kiribati)**;
- Funding by the ACP-EU Technical Barriers to Trade (TBT) Programme – project on strengthening quality infrastructure for TBT compliance in Kiribati, contributing to the formulation of a national quality policy – for **€200,000 (Kiribati)**;
- Funded by the India, Brazil and South Africa Facility – project on enhancing inclusive sustainable economic development through coconut sector development in Kiribati, to support the development of the coconut value chain and develop a coconut sector development strategy to stimulate the development of value-added coconut products – for **US\$315,000 (Kiribati)**;
- Funding by the EIF Secretariat – an institutional strengthening project in Samoa, with technical assistance provided by the national trade adviser in the development of a Tier 1 proposal, working closely with colleagues from MFAT, Samoa's MCIL and UNDP **(Samoa)**;
- UNDP funding – a capacity gap analysis of Samoa's MCIL, for which the H&S trade adviser designed the Terms of Reference **(Samoa)**;

- Funding from the Government of India – development of a National Export Strategy – for **US\$100,570 (RMI)**.

National budgets in programme countries were not always able to fully fund trade policy-related activities, which therefore required external funding. Based on feedback from those interviewed and surveyed for this evaluation, the trade advisers were often key to these efforts, by helping develop high-quality project proposals. While raising funds for local programming was a key results area on which trade advisers were required to deliver, those surveyed for this evaluation criticised this aspect of the Programme, preferring instead to have a budget made available for activities.

In the evaluation's survey of trade advisers, several pointed out that they would have liked to spend less time on resource mobilisation, and more time on providing technical assistance. However, it should be noted that working with host institutions to secure new funding partners (and, by default, up-skilling local staff in resource mobilisation so that they were well-equipped to raise external funds once the trade adviser left), was a key results area of the Programme (key result area 4).

An overview of activities delivered can be found in Annex 9.

3.2.5 Effectiveness of Result 5: Intra-ACP communications and sharing of knowledge and best practices on trade development

Compared with the other key result areas, the effectiveness of key result area 5 – communications and sharing of knowledge and best practices on trade development – was the lowest. This was because of a mix of factors, such as trade advisers being focused on national- or regional-level delivery as opposed to information-sharing with other trade advisers.

In order to facilitate communication and knowledge exchange, several trade advisers published blog posts on their key contributions and changes within their operational context. The blogs were shared on ComSec's and the EU Capacity for Development's official H&S webpages. Huddle (a communications platform) was also used for information-sharing. However, information-sharing was largely informal.

Regional and global knowledge-sharing workshops, hosted and organised by the H&S PMT, were opportunities for informal networking and information-sharing among the advisers. There were stronger engagements within the regions than there were across regions, given shared regional trade agendas and the existence of more opportunities to meet.

One of the trade advisers noted that:

'Colleagues within the H&S II network have readily provided information and necessary guidance whenever approached. The exchanges between advisers across the ACP network contribute a lot towards achieving objectives and work plans of the programme. The information exchanged usually gives a different perspective to particular trade policy initiatives.'

Another trade adviser observed that, *'Timely sharing of relevant information with advisers to enhance their contributions to the host institution was a challenge.'*

The extensive workload of each trade adviser meant that their priorities were often focused on delivery, with little time for knowledge transfer and networking with trade adviser colleagues in other countries and regions.

Trade advisers highlighted that it would be helpful to introduce inter-adviser technical advice and opinion on technical challenges faced. This connectivity could be extended to ComSec's own trade advisers in London.

Going forward, strengthened formal and informal networking mechanisms would enhance knowledge transfer, the flow of information and the level of connectivity among trade advisers. This would include further sharing of best practices and help trade advisers focus the strategic direction of their work.

3.2.6 Effectiveness of Result 6: Capacity of beneficiaries to take over and fund the Programme on their own and /or develop a successor Programme on contemporary trade challenges enhanced

Under the Consolidation Phase, from May 2017 to August 2019, key result area 6 was added, which focused on enhancing the capacity of beneficiaries to take over and fund the Programme on their own and/or develop a successor Programme on contemporary trade challenges.

The effectiveness of this phase was largely good, with a broad mix of activities to ensure sustainability, such as global workshops, which were held to discuss regional priorities and input into the development of a successor Programme.

Following the wrap-up of the Consolidation Phase and trade advisers finishing their assignments in April/May 2019, ComSec partnered with **PIFS** to fund and maintain its two trade advisers to continue existing trade support and technical advice.

Kiribati, Guyana and the COMESA Secretariat continued funding their trade advisers following finalisation of the Programme. ComSec also partnered with the AUC, which took over funding for one of its advisers while ComSec funded the other trade adviser.

In **Samoa**, there was evidence of programme sustainability, such as the establishment of the Trade, Commerce and Manufacturing (TCM) Unit within MFAT, supported by Samoa's trade adviser. A fully functional TCM Unit headed by a coordinator and three support staff was set up to be fully functional with funding from EIF, with plans to integrate this cost into the government's own budget. The TCM Unit supports the implementation of Samoa's TCMSPP. Much of the national trade adviser's initial workload was passed to this Unit, with the national trade adviser providing handover support and capacity-building.

3.3 Impact

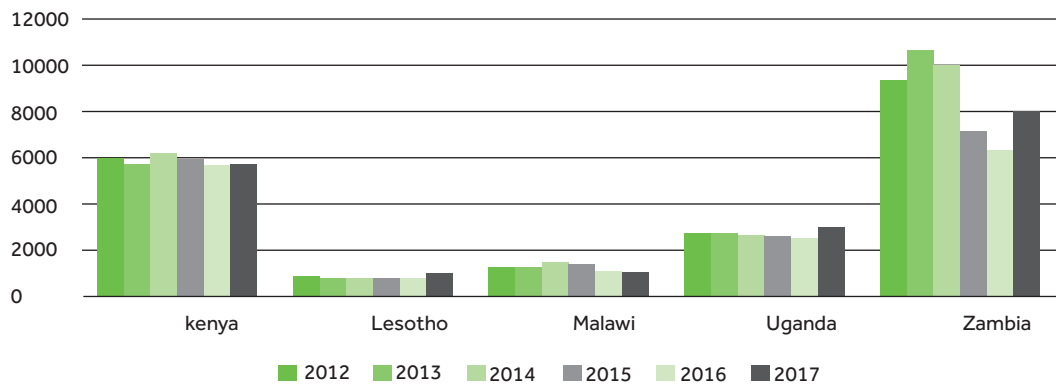
3.3.1 Impact on national trade policies and national export strategies

As previously noted, it is challenging to demonstrate a clear cause-and-effect relationship between the H&S Programme and a country/region's trade statistics, as multiple interlinked and complex factors affect this. In some instances, it is also too early to assess the impact of trade policies and national export strategies supported by the national trade advisers, as the actual impact of these on, for example, trade exports will take some years to transpire.

In some instances, trade advisers played a central role in getting a new trade policy or agreement over the line. In these instances, it can be argued that the H&S Programme had a direct impact on increased trade in a country or region.

As such, this section discusses the potential impact of trade advisers' support on national trade policies

Figure 3. Exports in goods in select African programme countries 2012–2017



Source: UNCTAD https://unctadstat.unctad.org/wds/ReportFolders/reportFolders.aspx?sCS_ChosenLang=en

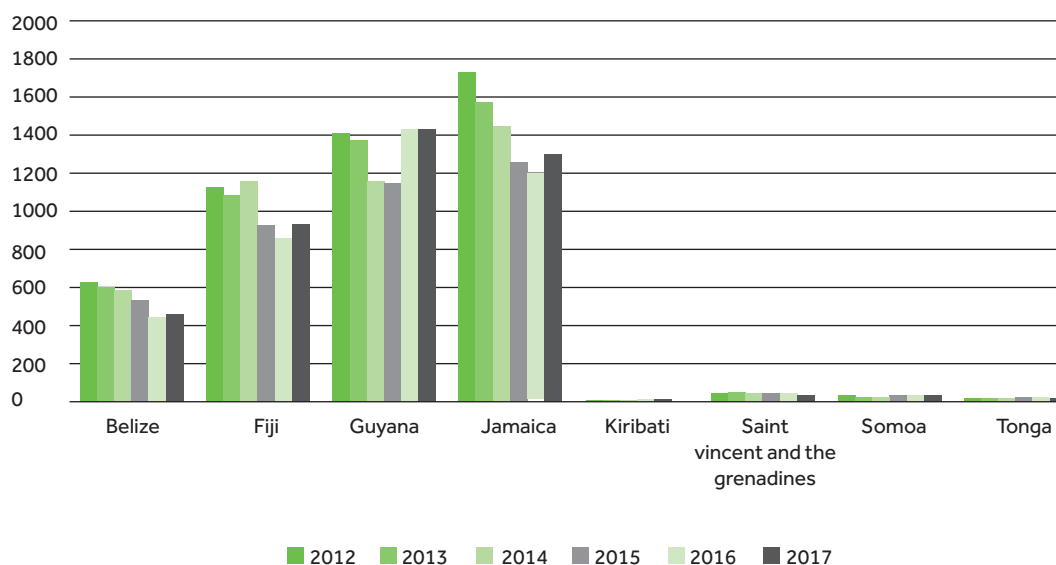
and national export strategies. The following section analyses key H&S countries' exports in goods over the programme period 2012–2017, and, where possible, seeks to demonstrate links between changes in exports and the Programme's activities, while acknowledging the limitations in this approach.

Figure 3 shows exports in goods in five select African programme countries between 2012 and 2017. Across the programme period, there was limited growth in the export of goods in countries such as Kenya, Lesotho, Uganda, Samoa and Tonga. This indicates that any increase in exports to which the H&S Programme may have contributed has not yet been reflected in exports statistics.

Figure 4 shows exports in goods in eight select Caribbean and Pacific programme countries between 2012 and 2017. Except for Guyana, again there was limited growth in the exports of goods from these countries, which may again indicate that increases in exports to which the H&S Programme may have contributed are not yet showing up in the export data.

Fiji showed trade growth in 2017 after a three-year decline (for several reasons, including Tropical Cyclone Winston). The growth may be attributed partly to Fiji's first comprehensive trade policy framework, launched in 2015, the development of which an H&S trade adviser supported.

Figure 4. Exports in goods in select Caribbean and Pacific programme countries 2012–2017



Source: UNCTAD https://unctadstat.unctad.org/wds/ReportFolders/reportFolders.aspx?sCS_ChosenLang=en

In **Samoa**, the Trade Commerce and Manufacturing Sector Plan (TCMSP), developed with technical assistance from the national trade adviser, has encouraged private sector development. For example, within the TCSMP, cocoa cultivation received increased funding. A programme on Women in Business Development⁹ also received funding under the TCMSP. The TCMSP also enabled the Samoan Association of Manufacturers and Exporters to access co-financing from Australia and New Zealand to deliver export exhibitions in these countries, which in turn has had a positive impact on exports.

Overall, the majority of in-country stakeholders surveyed for this evaluation highlighted that one of the greatest trade-related challenge their country faced related to trade in services, owing in part to capacity and legislative gaps. Progress on trade in services has been generally slower than that on trade in goods. A significant amount of work is still required to move this sector forward across programme countries and regions. A considerable amount of national trade advisers' time was dedicated to supporting member countries in addressing these challenges.

3.3.2 Impacts on ratification and domestication of international instruments

Trade advisers supported member countries in the process of ratification and domestication of regional and international trade instruments. A clear causal relationship between trade adviser support and ratification and domestication of trade agreements is difficult to demonstrate; however, the technical expertise of the trade advisers through the H&S Programme can arguably be considered an important input in this regard. Examples are provided below.

With support from the in-country trade adviser, **Jamaica** ratified the WTO Trade Facilitation Agreement (TFA), and its instrument of acceptance was received by the WTO on 19 January 2016, making it the 67th WTO member to ratify the Agreement (141 WTO members (86 per cent) have now ratified the TFA since it entered into force on 22 February 2017).¹⁰ Domestication of the TFA has generally been slow owing to political and legislative implications that take longer to take effect.

Case study: Generating buy-in for the Trade Remedies Bill in Kenya



*In **Kenya**, the national trade adviser was actively involved in developing the Trade Remedies Bill by facilitating workshops and engagements that assisted in obtaining the buy-in of stakeholders. The Trade Remedies Act was enacted in June 2017. The Act seeks to address key concerns identified by the National Trade Policy, specifically by redressing unfair trade practices.*

The Act creates the Kenya Trade Remedies Agency, whose role it is to investigate and evaluate allegations of dumping and subsidisation of imported products in Kenya, as well as requests for the application of safeguard measures on any product imported to Kenya.

The national trade adviser supported operationalisation of the Trade Remedies Agency through the development of a successful funding proposal, which was funded by TradeComII (€300,000).

The Trade Remedies Act has supported and provided more grounds for the operations of Kenya's Anti-Counterfeit Agency, with technical support from the national trade adviser, as it covers WTO fair trade practices (dumping, subsidies) and criminalises and allows for prosecution of counterfeit-related offences. A national counterfeit strategy has also been developed.

One stakeholder noted that, 'If we can control counterfeit flow, we can enhance the manufacturing base which we can then export – the counterfeit goods are posing a real challenge to manufacturers.'

Following implementation of the Act and development of the strategy, the Multi Agency Anti-Illicit Trade Outreach programme was developed.

9 www.womeninbusiness.ws This organisation supports small-scale farmers to market their produce.

10 https://www.wto.org/english/news_e/news19_e/fac_14feb19_e.htm

In **Samoa**, the trade adviser provided technical advisory support to support the country to accede to the WTO. Trade adviser support in Samoa also included drafting responses in bilateral negotiations with the EU, Australia and China. A Samoan stakeholder interviewed for this evaluation noted that, following the trade adviser's support, *'Samoa is a WTO member with a strengthened platform to negotiate for trade development of her economy.'*

3.3.3 Impacts on regional integration

In the African region, trade advisers supported the AfCFTA Phase I and Phase II negotiations, by developing draft guidelines for services negotiations under the AfCFTA Protocol on Trade in Services. This involved the consolidation of country-specific trade positions, and many trade advisers provided dedicated support at the regional and country levels. For example, the trade advisers based in Kenya, Lesotho and Zambia, as well as within COMESA, the EAC and the AUC, were involved in the AfCFTA process. National trade advisers worked to strengthen national capacity on negotiations and drafting and reviewing key documentation. Member countries commended the expertise of the trade advisers. The AfCFTA has now come into force following ratification by member countries, and this will contribute to African countries' integration at the continental level.

There are still several outstanding areas for the AfCFTA, including finalisation of outstanding work on AfCFTA Phase I and conclusion of AfCFTA Phase II negotiations; and developing draft guidelines for services negotiations under the AfCFTA Protocol on Trade in Services. The AU has retained trade advisers to conclude the process, with support from ComSec – an indication of sustainability.

In the Caribbean, the regional trade adviser based in the OECS Commission provided technical expertise to build the framework for the Free Circulation of Goods in the OECS Customs Union. This contributed to a lowering of trade barriers, which would contribute to a deepening of regional integration.

In the Pacific, the trade adviser based in the PIFS developed a Regional Trade Policy Framework to mainstream trade into national development strategies, which contributed to regional integration.

3.4 Sustainability

Across the countries of the H&S Programme there were examples of sustainability, mainly through host institutions choosing to retain their trade adviser positions without programme funding.

The focus of the Consolidation Phase (May 2017–April 2019) was to identify and implement sustainability measures to enable countries and regional organisations to independently take forward trade policies and strategies, without support from the Programme and the trade advisers.

Before the Consolidation Phase was agreed, there was, at the end of Phase II, uncertainty among trade advisers and local partners on how the Programme would end.

Once the Consolidation Phase had been agreed, understanding of its rationale varied across stakeholders. Most host organisations viewed the Consolidation Phase as an extension of Phase II (i.e. with the same focus as the previous two phases) rather than as a stand-alone phase with a shift in focus to sustainability. ComSec, on the other hand, viewed the Consolidation Phase as a final phase to ensure that effective mechanisms were in place to ensure sustainability.

Some trade advisers surveyed observed that, during the Consolidation Phase, their contracts had been extended on a short-term basis several times. However, it should be noted that the trade advisers were aware that the contracts would be short in term, and that the majority accepted them regardless of this.

The two trade advisers based in the **PIFS** were retained following closure of the Programme to June 2020. In the PIFS, as mentioned, a Regional Trade Policy Framework mainstreaming trade into national development strategies was developed. The PIFS planned a new, EU-funded regional trade programme that mirrored the H&S Programme approach. The programme was to involve one roving spoke regional trade adviser for each of the Pacific's sub-regions (Melanesia, Polynesia and Micronesia).

The **Kiribati** trade adviser was also retained, fully funded by the Government of New Zealand.

Both **Guyana** and the **COMESA Secretariat** also retained and funded their trade adviser positions.

The national trade adviser based at the Ministry of Industry, Trade and Tourism (MITT) in **Fiji** established a biosecurity division for Fiji and was then hired by the Government of Fiji to operationalise it.

In **Samoa**, as highlighted in the previous section on effectiveness, the TCM Unit was established to take forward the work of the national trade adviser. This is fully staffed and functional, with donor funding secured for its operations. Overall, the H&S Programme's national exit strategy seems to have been effective.

ComSec agreed to collaborate with the AUC to retain its trade advisers on a cost-sharing basis until June 2020.

In **Kenya**, establishment of a national institutional mechanism for trade negotiation – the National Trade Negotiation Council – contributed to sustainability and less reliance on outside support.

Sustainability was not evident in all programme countries. In **Malawi**, some stakeholders interviewed expressed concern about whether the trade advisers' efforts would be sustainable, given a perceived low sense of ownership of the H&S Programme by local civil servant staff, hindering effective uptake of the technical assistance provided. As an example, there was no national counterpart working with the national trade adviser, which would allow for consistent skills transfer. One stakeholder noted that, *'Surely they have learnt a few things, new methodologies and approaches, but the core of their approaches to their work has not changed.'* The pace at which the national trade adviser had moved the trade agenda was commended but it was noted that this pace could not be sustained, and that Malawi would return to 'business as usual' after the national trade adviser had completed the assignment.

There was also no clear evidence of sustainability of the H&S Programme within the **OECS**. The OECS Trade Policy Unit, where the trade advisers were based, did not receive increased technical resources through government or donor funding. Consequently, it relied heavily on the trade adviser's technical and advisory support and services to cover the increasing scope of the OECS regional trade agenda. Stakeholders agreed that, once the programme had come to an end, progress would stall. The regional trade advisers filled a gap as opposed to building regional capacity. This meant that institutional memory currently held

by the regional trade adviser would be lost. One stakeholder noted that, *'In most instances, there is probably only one person at the member country level who has all the institutional memory, and some member countries don't even have that.'*

Another stakeholder commented that:

'Sustainability is not something that can be talked about in these small islands because the trade area is so complex. This Programme didn't come in to train the trainers, they came in to provide technical assistance. Although they provided lots of trainings, the level of expertise that they have is not something that can be passed on. To get someone of that level of expertise would take years of training and experience.'

During the Consolidation Phase, regional workshops were conducted to review the Programme, address sustainability issues and identify the global and regional trade priority areas going forward. A concept note was developed for a potential successor Programme; this recognised progress made to date and key issues that should be reflected in a potential future Programme, such as climate change and its effects on trade. A key takeaway from the workshops was that any subsequent successor Programme should include support for a mix of regional and national trade priorities, as this was considered more efficient and impactful.

3.5 Efficiency

This section assesses the efficiency of how the H&S Programme was managed, delivered and coordinated. Overall, the Programme was delivered in line with ComSec's internal programme management standards, using a sound management framework and abiding by the EU rules and regulations stipulated in the grant agreements.

The Programme contributed to ComSec's Trade Division and its Strategic Plan 2013/14–2016/2017 Outcome 5, *'Development – Pan Commonwealth - More inclusive economic growth and sustainable development'*, and its Intermediate Outcome, *'Effective policy mechanisms for integration and participation in the global trading system.'*

It also contributed to ComSec's current Strategic Plan (2017/18–2020/21), and its Outcome 4, *'Economic Development (Prosperity): More inclusive*

economic growth and sustainable development', and, under this, the Intermediate Outcome, '*Effective mechanisms for increased trade, increased access to trade, employment and business growth*' (one mechanism of which is to improve international competitiveness through trade).

ComSec was able to use the H&S Programme to leverage its visibility in non-Commonwealth ACP countries and with other development partners, which could be beneficial for developing future partnerships.

Reporting of the H&S Programme adhered to ComSec and EU reporting requirements.

3.5.1 Efficiency of the delivery model

The H&S Programme delivery model of having regional trade advisers ('hubs') and national trade advisers ('spokes') was largely found to be effective. The model addressed many individual country and regional trade needs and priorities, and reflected regional and international trade processes, while also ensuring a coherent approach to trade development across regions.

However, the potential of the delivery model was not fully reached. While there was evidence of some capacity-building within host institutions, a key barrier to higher impact was a general lack of identification of counterparts for the trade advisers. This meant that trade advisers worked with a wider group of people, making it harder to both pinpoint skills gaps and transfer skills. It also left a capacity gap in terms of human and technical resources, in some countries, after the Programme ended.

Identifying an individual to be the trade adviser's counterpart within all host institutions would be beneficial, as would setting baselines for the counterpart's trade policy skills at the outset. Preference should be given to having counterparts who have a higher degree of technical knowledge. This would better enable the trade advisers to transfer more technically advanced skills to their counterparts and team(s).

In terms of the efficiency of trade adviser facilitation, the general view among stakeholders was that the trade advisers facilitated learning well with counterparts. In-country partners commended meetings facilitated by the trade advisers.

In terms of the efficiency of informal communications, the trade advisers were

reasonably well connected and supported each other on their various assignments. Skype and other communication methods were used to share information. Some trade advisers recommended that information and knowledge exchange among the advisers be facilitated even more, were the Programme to continue.

3.5.2 Efficiency of programme management

Management of the H&S Programme was viewed as being high quality and professional by the stakeholders surveyed. All 17 of the trade advisers felt that ComSec's PMT had managed the Programme well. Respondents moreover noted the PMT's high attention to detail, effective project management and high-quality communications (such as quick responses to requests). The PMT coordinated reporting in a timely manner and responded to any issues related to the welfare of the trade advisers effectively.

Feedback received from the trade advisers on the efficiency of the ComSec/PMT programme management included the following:

'The PMT has been very resourceful in providing the much-needed support. The PMT facilitated implementation of activities in the field in a timely way. I was able to support the Government during the PACER-Plus negotiations as a result of the PMT's support. I was also able to contribute to review of the investment policy framework and capacity-building of trade-related organisations as a result of the support.'

'Time was taken (by the PMT) to update and explain to the advisers regarding any and all issues affecting the programme.'

'Notwithstanding the strictures of the rules and guidelines of the Programme and scarcity of funds towards the end, the PMT was generally supportive in facilitating the delivery of trade capacity-building support to beneficiaries in realisation of the objectives of the Programme and should be commended for its dedicated work.'

'Support, advice and information on important updates and developments on the Programme from the PMT was always available and timely.'

'The PMT has been an excellent team and an ever-present help to the advisers.'

Those surveyed noted that they had experienced uncertainty during the Consolidation Phase, owing to short-term funding extensions and unpredictability around finalisation the Programme. However, it was also noted that this was the result of non-ComSec funding (see Section 4 on lessons learnt).

However, there were also challenges related to project management. For example, monitoring and evaluation support from the PMT was generally viewed as relatively weak, and limited to trade advisers providing six-monthly progress reporting. The level of feedback on progress reports was minimal, except when asking for clarification. The process was a tick-box approach and did not delve extensively into the outputs and connect them with the outcomes the Programme was seeking to achieve.

Trade advisers noted that the reporting templates did not match the depth of the programme delivery. Advisers produced high-quality reports in the first year of their assignment. However, the quality of the reports lessened in subsequent years, and they became shallower and more repetitive.

The PMT acknowledged this challenge but noted that, in trying to consolidate 20-plus reports from trade advisers, it was difficult to include everything in the six-monthly reports to ComSec (these reports were also signed off by line managers in-country). In cases where trade advisers reported on administrative and activities with no significant outcomes, feedback was provided to increase focus on key outputs and impact. Report content was reduced in response to complaints from trade advisers that they were being asked to over-report. Going forward, a fit-for-purpose reporting framework should be considered, which strikes a balance in terms of capturing key outcomes while not placing an unnecessary reporting burden on the trade advisers.

The same reporting templates and workplans were used at both the regional and the national level. Consequently, reporting at the regional level did not always capture the complexity of regional-level outputs and outcomes (which were often more multifaceted). The context of delivery was different at the two levels and would have benefited from tailored reporting templates and workplans. The results defined and targets should have been tailored to either country or regional level.

3.5.3 Efficiency of technical programme oversight

H&S trade advisers were of the view that ComSec's own trade advisers were generally not brought into the project to provide input and advice to the extent that they could have been. More could have been done to leverage the regional and national trade advisers to promote ComSec's broader trade agenda. There were few to no direct linkages established between ComSec's own trade advisers and the H&S advisers, despite there being areas of crossover between ComSec's broader Trade Division and the H&S Programme. This resulted in lost opportunities for engagement, advocacy and utilisation of expertise.

3.5.4 Efficiency challenges related to in-country programme delivery

Overall, there were high-quality outputs delivered by the trade advisers across the regions. However, there were also on-going challenges related to programme delivery. Key trade adviser questionnaire examples are provided below.

'In some instances, trade adviser activities had to "wait" to fit into the host country or institution business planning and calendar. This was not necessarily a negative factor, but may have led to delays in certain programmes, and to delays.'

'Competing requests from various divisions sometimes on ad hoc basis with tight deadlines were a challenge to implementation.'

'(It was a) cumbersome procedure for trade advisers to request funds from ComSec for approved activities, which contributed to delayed delivery of activities, undermining the effectiveness of the Programme.'

'There were on-going challenges in scheduling in-country Programme activities.'

'Certain in-country activities were dependent on variables outside the remit of the trade adviser, and in some instances hampered planned activities.'

3.5.5 Efficiency of the role of trade advisers and contract management

Overall, trade advisers contributed positively to the trade agenda in member countries and in the regional communities. Their expertise was reported

to be valuable in responding to capacity challenges, policy needs, fundraising and negotiation of agreements in member countries.

In most of the beneficiary countries, trade advisers worked in under-resourced environments and addressed a genuine need for capacity support. Local trade teams, ministries or departments benefited from the expertise.

The capacity support required at the local level was not for technical expertise but to support the vast workload of local trade staff. Several trade advisers spent time working on general briefings and operational issues in support of local organisations' workplans as well as performing an advisory role and providing technical support.

The trade advisers' Terms of Reference were clear; however, there was a general sense that host institutions did not always have a clear understanding of the Terms of Reference. As a result, there was general dissatisfaction by the trade advisers around local partners not having a clear sense of their roles, and a consequent mismatch of expectations. A potential next phase of the Programme should consider an extensive review of the role of trade advisers, including the level of strategic contributions required, and how best to communicate this to local partners.

Key recommendations from the trade adviser questionnaires on the efficiency of trade adviser roles are provided below:

*'Trade advisers should be deployed on **specific technical assignments** for maximum impact and to better manage local host institution's expectations.'*

*'Local partners should indicate in advance **what trade agreements the trade adviser's work will contribute to**. This will avoid local expectations that the trade adviser should support work towards all trade agreements, which is untenable.'*

*'The roles of trade advisers should **cut across a range of regional economic objectives**, covering regional trade and economic integration, regional macro-economic convergence, economic transformation and growth, industrialisation, investment and continuous engagement with international trading and cooperating partners, among others, to deliver national and regional objectives.'*

*'At the regional organisation secretariat-level, the regional trade advisers should be **placed within the most relevant office/team**. The role of trade advisers usually cut across the work of various teams, such as trade, macro-economic, agriculture, investment and gender, to name a few. At the outset of the Programme in any given country, a conversation needs to be had with the local partner regarding what local institution would be the most impactful to place the trade adviser in.'*

*'The memorandum of understanding between ComSec and host governments or institutions should include, at the national level, a clause requiring discussion and agreement between the parties with respect to the national trade adviser's annual workplan to **ensure a high percentage of his/her time is spent on implementing the agreed and approved technical activities** during the year; and, at the regional level, a similar clause stating that the annual workplan will be finalised after discussion between the regional trade adviser and national trade advisers for submission to the ComSec PMT for consideration and approval. In addition, there should be **a clear statement that the regional trade adviser is the supervisor of national-level trade advisers in that region**. This will ensure that requests for the national-level trade advisers' technical expertise is managed appropriately.'*

*'The role of the trade adviser must be **well articulated to the host organisation**, while taking into account that the trade adviser's support is temporary. This will allow for more strategic use of the trade adviser and his/her capabilities.'*

*'Except where confidential breaches are concerned, **other trade advisers and experts in ComSec could support tasks** that can be done remotely, such as reviewing trade-related documents. Technology facilitates sharing documents to be reviewed remotely by trade advisers, such as through intra-ACP resource pooling.'*

*'**Allow for flexibility** for trade advisers to support trade-related work in other agencies if required. To the extent that the host organisation is prioritised, support the business support organisations, particularly collaborating with mainstream private sector umbrella*

organisations, which could influence actors in the private sector. This could potentially allow for the trade adviser to provide capacity building directly to private sector actors, who are ultimately the actual “users” of improved trade policies, strategies and agreements.'

*'In view of political sensitivities of trade negotiations **and policy advice, trade advisers are often better able to maximise their impact when working within RECs...** It would enhance the effectiveness of the H&S Programme to place more trade advisers at the regional/hub – and to have these trade advisers support countries within that region on discrete assignments, on an as-needed basis.'*

3.5.6 Efficiency of recruitment

Overall, trade advisers and host institutions agreed that the technical expertise and person specifications of the trade advisers were generally well matched. The general practice was that host institutions were involved in the trade adviser recruitment process, which ensured that host institutions were generally satisfied with the chosen trade adviser and their skillset. There were some instances of countries selecting an adviser from a rostered list of approved candidates, to provide technical support.

3.5.7 Efficiency of collaboration and communication

In terms of efficiency of collaboration and communication, there was a dedicated

communication analyst position within ComSec. However, this role was unfilled for a while as a result of a protracted recruitment process and high staff turnover.

There was generally efficient collaboration between the host institutions and ComSec. Regular meetings, informal discussions, annual regional workshops on the annual workplan and field missions were convened, as well as annual, more formal face-to-face regional workshops and/or meetings. Member countries also reported that communications and information-sharing with ComSec were open and positive. All workplans had to be endorsed by the host organisations before submission to the ComSec PMT and had to align with the Programme's results areas.

There was a lack of clarity among both national and regional trade advisers on reporting flows – that is, whether national-level trade advisers were expected to feed information to the regional trade advisers, who would then feed it to ComSec. As such, a fully connected H&S communications model with connected trade advisers and a solid information flow was not fully realised. More could be done to clarify to trade advisers the information flow.

4. Lessons learnt

4.1 Strategic positioning of trade advisers

The positioning of trade advisers within the host government or institution generally determined his or her level of contribution. Trade advisers should ideally be situated close to trade-focused decision-making to be able to best advance trade agendas. Some national trade advisers noted challenges in moving their activities forward owing to limited access to decision-makers. Regional trade advisers, on the other hand, were more strategically positioned and better able to access relevant decision-makers.

Lesson learnt: Positioning of trade advisers



Trade advisers placed closer to decision-making individuals within the host government or organisation demonstrated more strategic and impactful contributions. The placement of a trade adviser at a lower level resulted in the adviser spending more time bridging capacity gaps than providing technical expertise. During needs assessments for trade adviser placements, consideration should be made around identifying the most strategic location and how this location affects access to relevant decision-makers.

4.2 Staffing levels and other human resource issues

In many local institutions staffing levels were low, and there were gaps in trade-related expertise and analytical skills owing to limited technical and financial resources. This resulted in lags for trade advisers in receiving the responses and inputs from member countries that were critical to advancing formulation and implementation of regional trade policy decisions. The trade advisers generally worked with teams or individuals, but in some cases also worked alone on tasks. This lack of counterpart staff and teams challenged a consistent transfer of skills and local ownership.

Instances of low levels of staff capacity often meant an increased workload for the trade advisers. One adviser noted that, *'My expertise was needed across the entire Directorate of Customs and Trade and therefore the load of work was overwhelming.'* As noted, despite there being a clear Terms of Reference for trade advisers, low staff capacity also meant that the trade advisers were drawn into everyday administrative and programme tasks such as minute-taking, correspondence, preparation of background papers and organising meetings for host institutions. This limited their time available to deliver technical advice.

In some member countries, given the under-resourced nature of host organisations, trade advisers lacked a conducive working space; others lacked basic office work supplies, such as printers and stationery. Other administrative challenges included immigration and work permit challenges for the trade advisers, and a lack of support to resolve these issues by the host institutions.

Lessons learnt: Staffing and human resources



- Low staffing levels and skills gap within the host institutions represent a long-term challenge and are difficult to address, despite advocacy for increased staffing levels. In very resource-constrained member countries, the Terms of Reference and the induction of the trade advisers should include an expectation that **only a minimal amount of trade adviser time be spent on addressing administrative gaps** and lower-level activities.
- **A needs assessment should be undertaken prior to each trade adviser deployment**, to reveal local capacity gaps. This would help the trade adviser understand their role expectations and requirements. It would also help manage the expectations of the host institution, so as not to overstretch the trade advisers.

- Host governments and institutions should **focus on addressing operational capacity gaps to allow the trade advisers' contributions to be more strategic**. Trade advisers can provide greater, broader and more far-reaching impact when operating at the strategic rather than the operational level.
- **Trade advisers should work with a dedicated counterpart team** (rather than an individual or a few people) to increase sustainability and skills transfer, strengthen local capacity and minimise risk caused by staff turnover and movement. Identifying and supporting a full counterpart team requires an effort by the host institution.

4.3 Short-term contracts

During the Consolidation Phase (2017–2019), the funding of the Programme resulted in the trade advisers operating under short-term contracts (as the ComSec was unable to offer longer-term contracts) after August 2018. Funding for activities was reduced considerably, to maintain trade advisers' roles rather than to spend resources on activities such as workshops.

Under the Consolidation Phase, the initial trade adviser contract ran from May 2017 to August 2018 (to implement activities, with a six-month period to February 2019 to wrap up activities). The EU extended the programme period to August 2019 with no additional funding. Consequently, ComSec decided that remaining funds could allow extensions of a few months for trade advisers. As such, trade advisers were given the option of entering into short contracts to allow the programme work to continue for a few additional months. In some instances, contracts were issued for two-month periods, as unspent funds were reallocated, and consideration was given to further contract extensions. A significant amount of person hours was lost during uncertain contractual periods owing to the start/stop nature of the work and trade advisers spending time applying for other job opportunities and planning to relocate families.

While all trade advisers were provided the option of accepting or rejecting the short-term contract extensions, half of the trade advisers surveyed

expressed dissatisfaction with the nature of the short-term contracts and their impact, including an inability to effectively plan and deliver on work. They noted, however, that communications from ComSec were transparent throughout the process.

Host institutions were also uncertain as to how long the trade advisers would be in their roles, which challenged their internal planning. The short-term nature of contracts led to logistical challenges around visa applications for trade agreement negotiations in third-party countries, given the limited time of the trade adviser's host country visa.

In some cases, trade advisers resigned at the end of the initial period in August 2018, because of their need for stability. One trade adviser noted that it was *'difficult focusing on implementation of assignments in seasons when contractual extensions would be for the short term – two-month extensions. This would affect focus on on-going initiatives as to whether to focus on exit arrangements or on planning forward.'* There were no resignations after August 2018.

Lessons learnt: Short-term contracts



- Going forward, the Programme should negotiate with partners to ensure funding is in place to cover contract extensions, and provide a higher level of certainty on the future.
- During periods where future funding is uncertain, it is important that communications between ComSec, the host institution and the trade advisers are frequent and clear.

4.4 Funding

Limited funding was a recurring challenge identified by both the trade advisers and the host institutions. Trade advisers were challenged in moving forward local trade agendas without the resources required. For example, opportunities to deliver specific capacity-building programmes or to provide real-time technical advice on negotiation meetings were hampered by a lack of resources.

Trade advisers also reported missed opportunities for trade support in third party countries owing to a

lack of funding to facilitate travel. A lack of funding affected the ability of the trade advisers to host capacity-building programmes and key meetings. It also meant they were generally unable to commission short-term consultancies and studies to complement their work, when required.

In terms of funding for travel, some trade advisers were included as part of national trade negotiation teams (funded by the host government/institution), whereas others accessed funding for travel through the H&S Programme.

With regard to fundraising, several trade advisers were able to raise additional funds from donors and local implementation partners to carry out training initiatives. It should be noted that resource mobilisation was a key output for trade advisers throughout Phase II and the Consolidation Phase.

Lessons learnt



- Allocation of funds for programme delivery should continue to be both activity- and country-based.
- Host institutions, where possible, should build into their own budgets the activities of the trade advisers.

4.5 Monitoring and evaluation

The Programme had an effective monitoring system in place. Trade advisers developed annual workplans, which included activity, expected result/outcome/impact and target/indicators, all aligned with the key results areas. The PSC received these workplans).

As previously outlined, regional workshops for the implementing agencies took place once a year (from 2016 onwards) to discuss implementation achievements and challenges, and the way forward. Regional workshops that included local host organisations were held every 18 months to share lessons learnt and best practices.

ComSec's PMT also conducted monitoring missions once a year to countries or regional organisations to assess implementation and

strengthen relationships with beneficiaries, advisers and partners on the ground.

While monitoring was quite effective, no theory of change was developed to link the Programme's activities to ComSec's wider priorities. More could also be done to set baselines at the outset of trade advisers' assignments, to demonstrate impact (i.e. show what has changed following the Programme). As such, it would be helpful to develop an **evaluation framework** to:

- Identify and define the Programme's overarching goals, key results areas/short-medium- and long-term outcomes, outputs (activities) and inputs;
- Identify and define indicators and targets to measure impact, and list key evaluation questions;
- Include a theory of change outlining how the Programme contributes to the ComSec Strategic Plan 2017/18–2020/21 (or the next plan, depending on timing);
- Align the individual country/regional workplans with the evaluation framework and provide easy-to-use guidance for trade advisers on how to measure and report on impact;
- Inform and align with the logical framework (if one is required).

To better demonstrate the impact of the Programme, trade advisers could develop a baseline diagnostic at the outset of their assignment (this could be built into the inception report). This should consist of (1) the host institution's technical trade-related capacity and (2) the region or country's trade context and challenges.

Lessons learnt: Monitoring and evaluation



- Develop an evaluation framework for a potential successor Programme.
- Have trade advisers develop a baseline diagnostic at the outset of their assignment to demonstrate impact.

5. Recommendations

Overall, the H&S Programme's Phase II and Consolidation Phase have contributed positively to member countries and regional institutions, through capacity-building and supporting regional and international trade integration. It has generally achieved its intended results, with the level of achievement varying for each of the six results area.

Based on these findings, this evaluation proposes the following:

It is recommended that the Commonwealth Secretariat pursue a successor Programme to the H&S Programme. This should draw on the current programme model and build on lessons learnt and recommendations identified by the evaluation.

Recommendations: Programme design

1. A needs and baseline assessment should take place at the outset of trade adviser placements, at the regional level (for regional trade advisers) or the country level (for national trade advisers) on (1) the host institution and team's capacity, including gaps, and (2) the country/regional institution's trade context, including trade-related challenges. This could be incorporated into the inception report.
2. As well as providing technical support to government institutions, focus a higher proportion of adviser support on small- and medium-sized enterprises and private sector agencies, to build their capacity to participate in trade policy development.
3. Embed flexibility in the structure of the new Programme to better align with shifting trade policy dynamics.
4. Ensure trade adviser assignments are well integrated in local institutions and aligned with national and/or regional trade priorities and activities.
5. Consider building into the Programme a budget to fund activities for skills transfer between national and regional trade advisers.
6. Focus on priority areas where there is a need for technical expertise, including, but not limited to:
 - The impacts of climate change and changing weather patterns on trade, especially for SIDS;
 - Green markets and investments;
 - E-commerce and connectivity;
 - Advice on legislation to address technological advances affecting trade, soft infrastructure and investment governance;
 - Integrating the SDGs into trade priorities;
 - Trade in services, changing and deepening global and regional value chains and regional trade integration efforts.

Recommendation: Funding and partnerships

7. Continue to seek additional funding to leverage ComSec funding. Co-funding should be open to member countries, regional institutions, development partners and the private sector. Models for funding could include funding by country, region, sector, or activity, to provide flexibility for funders.

Recommendations: Role and placement of trade advisers, and identification of counterparts

8. Work with the local partner to identify the most strategic location within the host institution to place the trade adviser, and whether it will provide him/her with access to relevant decision-makers.
9. At the outset of trade adviser placements, clearly outline and communicate their role and the expected contributions from host institution stakeholders. One option would be to conduct a review (during the design phase) into the ideal type and level of adviser contributions, and how best to communicate and ensure accountability around this with local partners.
10. Clearly identify and agree local counterparts (or teams) within the host institution at the outset of the trade adviser's assignment.
11. Set targets around skills transfer to local counterparts.
12. Develop a collaboration model for regional and national trade advisers that would facilitate strategic engagement and communications between national and regional trade advisers, and with ComSec's own trade advisers.
13. Provide incentives and competitive remuneration package for trade advisers, which are comparable to similar roles, to attract and retain skilled professionals.

Recommendations: Programme management

14. Continue the current programme management model (i.e. led by the ComSec PMT) but strengthen links to ComSec's own Trade Division and trade advisers.
15. When agreeing trade adviser placements, consideration should be given to what the local priorities are, and where the trade adviser can provide the most meaningful contribution.

Recommendations: Monitoring, evaluation and reporting

16. Develop an evaluation framework to:
 - Set out a theory of change outlining how the Programme contributes to the ComSec Strategic Plan 2017/18–2020/21 (or the next plan, depending on timing);
 - Identify and define the Programme's overarching goals, key results areas/short-, medium- and long-term outcomes, outputs (activities) and inputs;
 - Identify and define indicators and targets to measure impact, and list key evaluation questions;
 - Align the individual country/regional workplans with the evaluation framework and provide easy-to-use guidance for trade advisers on how to measure and report on impact.
17. The progress reporting framework should be fit for purpose, striking a balance with regard to capturing key outcomes while not placing an unnecessary reporting burden on the trade advisers.
18. Develop dedicated progress reporting templates for both the regional and the national levels.
19. Clarify to trade advisers at both the regional and the national levels the Programme's reporting and information flow, and their role in the process.

Annex 1: Terms of Reference

Final Evaluation of the Hub and Spokes Programme

A. Background and Context

The Hub & Spokes (H&S) II Programme commenced in July 2012, following the closure of the H&S 1 Project which ran from 2004 – June 2012. The programme, through its 'Network of Advisers', provided advisory support and services on trade policy development at the national, regional and international levels in ACP regions.

The programme's overall objectives are:

- **General objective:** To contribute to sustainable economic development and poverty reduction in ACP countries through closer regional integration and increased participation in the world economy.
- **Specific objective:** To strengthen the capacity of ACP countries to formulate appropriate trade policies, participate effectively in international trade negotiations and implement international trade agreements to their advantage.

Over the years, the programme has been funded by a quadripartite cooperation: EU, ACP Secretariat, OIF and Commonwealth Secretariat. The Commonwealth Secretariat manages the programme in Eastern and Southern ACP regions, while the OIF is responsible for the regions of Western and Central Africa.

The programme's key delivery mechanism is through a 'Network of Trade Advisers'. Advisers assigned throughout the ACP region to Regional Economic Communities/Organisations (RECs) are called '**Hubs**' and those assigned at the national level to Ministries of Trade are called '**Spokes**'. The programme's Advisers provide expert advice and technical support to meet demands at the national, regional and international level in negotiating trade agreements (bilateral, preferential and multilateral); and towards the formulation and implementation of trade agendas, policies and strategies¹. The target beneficiaries are public sector officials and

practitioners responsible for regional integration, trade policy formulation and development, trade negotiations and implementation of international trade agreements; private sector and business owners (SMEs), research institutions, academia, and civil society in ACP countries. This wide coverage is built in to enable sustainability and ownership of results at the end of the programme. Gender equality, gender equity and women's empowerment are considered a key element in programming of activities.

The Consolidation Phase

The Hub and Spokes II Programme ended on 27th May 2017, and the Consolidation Phase commenced on 28th May 2017. To limited disruption to on-going support, it was agreed for Advisers, along with the Programme Team in London, to continue working seamlessly in the Consolidation Phase. The implementation period of the Consolidation Phase runs to 30 April 2019, with an additional four (4) months to 31 August 2019 to accommodate the complete repatriation of Advisers, preparation of final reports, audits, evaluations etc. The EU/ACP grant agreement ends on 31 August 2019 for this phase.

The Consolidation Phase extended Phase II actions but focused on the development of various partnerships and resource mobilisation efforts to address the trade challenges and emerging trade issues. The Consolidation Phase main activities continued from Phase II included:

- Implementing existing trade policies and trade agreements, negotiations of trade agreements and enhancing capacity/knowledge on emerging trade issues, including EPA implementation;
- Enhancing capacity of ACP countries to build private/public sector partnerships;
- Resource mobilisation efforts and collaborating with other Aid for Trade donors, raising the visibility and profile of the programme and other intra-ACP communication/activity.

A new element/key result was added in the Consolidation Phase to enhance beneficiary's

¹ <http://thecommonwealth.org/hubandspokes>

knowledge and capacity to take ownership of the programme- at least 1 beneficiary in each region - and the development of a successor programme.

The Phase II budget was set at EUR 9.5 million and the Consolidation Phase at EUR 3.9 million. The EU contributes 74% while the Commonwealth Secretariat contributes 26% of the overall budget.

At the end of February 2019, the programme had a presence in 15 countries, represented by 5 Regional Trade Advisers and 15 National/Trade Advisers.

B. Purpose and Objectives for the Programme Evaluation

The purpose of this independent evaluation is to assess the Hub and Spokes Programme effectiveness and impact in Commonwealth countries in the ACP regions in order to better understand what and how the programme worked, and to identify lessons that can inform new programme design. The evaluation will:

- Assess the extent to which the programme's support was relevant to the priorities of ACP member countries, particularly Commonwealth member states, in keeping with the approved logical framework and key result areas;
- Assess the benefits derived from the programme and identify key achievement/successes;
- Evaluate the efficiency and effectiveness of the programme's design and implementation, both from a strategic and operational perspective;
- Summarise key findings and identify lessons learnt during the programme's implementation;
- Advise on the effectiveness of sustainability measures implemented in the Consolidation Phase and therefore on the potential sustainability of outcomes of the programme post-April 2019;
- Provide direction and recommendations to inform the design of future programme(s) that can build on the success of the current programme, incorporating lessons learnt to effectively address the needs of member states in the area of trade policy, and enable the achievement of sustainability and long term development objectives.

C. Scope

The evaluation will cover the implementation of the H&S programme since 2012 to April 2019.

D. Team

The evaluation will be led by the SPPD Evaluation team with external support of two short term consultants. SPPD with the Evaluator will finalise the evaluation framework and methodology, including designing the data collection instruments, conducting the field missions and interviews, and supervise the analysis and reporting process and output.

An evaluator will be retained on a short-term consultancy to support data collation, conduct the analysis, synthesis findings and recommendations and draft the evaluation report. A research officer will be retained on a short-term consultancy to support the data collection process to be conducted through field missions to selected beneficiary countries. SPPD will recruit the above short-term consultants, managing their contracts, and approving and providing quality assurance on their deliverables.

Person Specifications – Short Term Evaluator

Required

- 7–10 years of Evaluation experience in undertaking global reviews, evaluations and critical research;
- Demonstrated ability to analyse big datasets, including quantitative and qualitative data drawn from multi country reviews and multi-million-pound projects;
- Excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;

Desired

- Knowledge and experience of the trade sector and trade policy including at the international, regional and national levels.
- Good understanding of the work of multilateral organisations, foreign and diplomatic institutions and how they relate with member states, especially the Commonwealth.

Persons Specifications for the Research Officer

Required

- 2–3 years of field monitoring and evaluation experience in data collection and qualitative research methods.
- Ability to communicate effectively with a variety of stakeholders.

Desirable

- Knowledge of trade sector, the trade-related policy environment and institutional structures.
- Familiarity with the work of the Commonwealth.

E. Methodology

The evaluation is a formative evaluation as the Secretariat is keen to identify what works, and for whom in order to inform the design of future programmes with similar objectives.

- Desk review of all programme documentation and reports, technical outputs, national reports, sector documentation, and other relevant paperwork.
- Semi-structured interviews with programme staff, partners, policy makers and stakeholders at the international regional and national levels.

- Focus groups with training beneficiaries.
- Field missions to selected Commonwealth countries who are direct beneficiaries and/or where trade advisers are assigned.

Any relevant information collected during recent country evaluation missions will also be reviewed.

F. Deliverables

The deliverables will be a Draft and a Final Evaluation Report highlighting the key findings, lessons and recommendations. The draft (and final) evaluation reports must be no more than 50 pages, excluding all annexes. The copyright of the Evaluation Report shall belong to the Commonwealth Secretariat.

G. Timeframe

The assessment will be conducted during the period March – June 2019, with a final report by the end of June 2019.

- Field Missions will be conducted during March – May 2019.
- A draft evaluation report will be developed and circulated by mid-June 2019
- A final evaluation report will be completed by end-June, 2019.

Annex 2: Evaluation Framework

No.	Assessment question	Data sources
Relevance		
1.	Assess the extent to which the Programme's support was relevant to the priorities of ACP member countries, particularly Commonwealth member countries, in keeping with the approved logical framework and key result areas	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • National strategic plans/policies • Memorandum of understanding
1.1	How important is trade policy in the government's national development agenda?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • National strategic plans/policies
1.2	What are the related other interventions/strategies steps the [government/agency] is taking on this issue?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
1.3	Are there other agencies providing similar development support to address your [country] priorities and needs? If yes, who are they and what is the nature of support?	<ul style="list-style-type: none"> • Interviews with collaborating organisations • Interviews with advisers and beneficiaries
1.4	Were you and your partners engaged in shaping Secretariat project activities to meet your [country] needs?	<ul style="list-style-type: none"> • Request letters • Workplans • Adviser reports
Effectiveness, Impact		
2.	Assess the benefits derived from the Programme and identify key achievements/successes	<ul style="list-style-type: none"> • Logframe updates and reports • Programme reports • National trade/economic development progress reports
2.1	Were your (department/ministry/own) objectives met?	<ul style="list-style-type: none"> • Strategic plan/reports of counterpart organisations
2.2	What additional/unexpected outcomes have emerged?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • Adviser reports/work plans
2.3	Are there areas where you think project objectives have not been met? Do you have an opinion on why this is?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • Adviser reports/work plans
2.4	Can you comment on improvements in capacity (give examples) that you have seen as a result of this project?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • Adviser reports • Trainees' feedback

No.	Assessment question	Data sources
2.5	Do you have ideas about what could be/could have been done differently to improve/enhance/increase the results realised?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • Adviser reports
2.6	How has the project contributed to meeting the country's needs?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
2.7	Do you think that the Secretariat could do things differently to improve the effectiveness of its interventions going forward?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
2.8	What challenges were encountered and what methods did the adviser use to move these along?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries • Adviser reports • Programme management reports
Efficiency		
3.	<i>Evaluate the efficiency of the Programme's design and implementation, from both a strategic and an operational perspective</i>	<ul style="list-style-type: none"> • Programme performance/ evaluation reports • Programme financial records
3.1	Can you comment on how satisfied you are with the (quality of) outputs that you have seen?	<ul style="list-style-type: none"> • Beneficiaries feedback • Endorsed workplans
3.2	What was the [counterpart] cost of participating in this project to you/your agency?	<ul style="list-style-type: none"> • Interviews with beneficiaries
3.3	Do you believe your [agency] is deriving value for money from its investments? How so?	<ul style="list-style-type: none"> • Interviews with beneficiaries
3.4	How would the beneficiary have sourced this technical assistance if it had not been able to avail of Secretariat support?	<ul style="list-style-type: none"> • Interviews with beneficiaries
3.5	What do you think are the specific benefits of being able to obtain support via the Secretariat?	<ul style="list-style-type: none"> • Interviews with beneficiaries
3.6	What would have been the outcome if the Secretariat had not been able to provide technical support?	<ul style="list-style-type: none"> • Interviews with beneficiaries
Sustainability		
4.	<i>Advise on the effectiveness of sustainability measures implemented in the Consolidation Phase and therefore on the potential sustainability of outcomes of the Programme post-April 2019</i>	<ul style="list-style-type: none"> • Programme performance/ evaluation reports • Interviews with advisers and beneficiaries
4.1	Is there a time-bound overarching plan at the [national/sector/agency/personal] level for realising the results?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries

No.	Assessment question	Data sources
4.2	Are there mechanisms/plans/actions in place to sustain the impact of Secretariat's assistance? Were these established during the Consolidation Phase?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
4.3	What outstanding challenges may impede progress and how are these going to be addressed?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
4.4	Can you comment on the sustainability of the capacity improvements that have been seen under the Programme?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries
4.5	How can this technical capacity be embedded in the ministry/government/regional organisation?	<ul style="list-style-type: none"> • Interviews with advisers and beneficiaries

Annex 3: List of documents reviewed

Project design

- Hub and Spokes Consolidation Phase: Programme Outputs, Expected Results and Related Activities
- Logical Framework Matrix – H&S Consolidation Phase
- Logical Framework Matrix – H&S Programme Phase II
- Concept Note, H&S Successor Programme
- H&S Fact Sheet – Consolidation Phase
- Hub and Spokes Consolidation Agreement
- ComSec Project Design Document
- ComSec Log Frame and Monitoring Plan
- ComSec Detailed Budget
- ComSec Project Approval Memo
- Trade Division (Commonwealth Secretariat) Delivery Plan

Progress reports & general

- Success Stories: H&S II Programme
- Information Note for the Council for Trade and Development on H&S Programme
- H&S Phase II Progress Report – July 2012–December 2013
- H&S Phase II Programme Report – Full Report
- Performance Scan – July–December 2017
- Returned questionnaires from advisers
- 2013 Detailed Programme Activities
- 2015 Detailed Programme Activities and Results
- 2016 Detailed Programme Activities and Results – January–December 2016
- 2017 Detailed Programme Activities and Results – January–May 2017

Financial documents

- KPMG Report for an Expenditure Verification of a Grant Contract, External Actions of the European Union (CRIS 2016/379085)

EU documents

- EU Final Narrative Report on the H&S Programme Phase II – February 2013–May 2017
- EC Audited – Final Financial Report – H&S Programme Phase II by Moore Stephens
- H&S Consolidation Phase, Caribbean Regional Planning Workshop April 2018, Outcome Document
- H&S Consolidation Phase, Caribbean Regional Planning Workshop April 2018, Presentation
- Update on 2018 Implementation Activities and Wrap-up of Programme by 31 August 2019, Presentation
- Welcoming Statement – H&S Consolidation Phase, Caribbean Regional Planning Workshop April 2018

OECS Commission

- 2017 Interim Narrative Report – Consolidation Phase
- 2017 Narrative Report – Consolidation Phase – May–December 2017
- 2018 Interim Narrative Report – January–December 2018
- ComSec Update on H&S – October 2017
- OECS Bi-Annual Progress Report – January–June 2018
- OECS Memorandum of Understanding
- OECS Workplan
- OECS – Bi-Annual Progress Report – July–December 2018

EAC Secretariat

- EAC Bi-Annual Report – August–December 2017
- EAC Bi-Annual Report – January–April 2019
- EAC Bi-Annual Report – December 2018
- EAC Inception Report 2017

SADC Secretariat

- SADC Bi-Annual Report – June 2018
- SADC Final Report
- SADC Bi-Annual Report – May–December 2017

PIFS Secretariat

- PIFS Bi-Annual Report – January–June 2015
- PIFS Bi-Annual Report – July–December 2015
- PIFS Bi-Annual Report – January–June 2016
- PIFS Bi-Annual Report – January–July 2017
- PIFS Bi-Annual Report – May–December 2017
- PIFS Bi-Annual Report – January–June 2018
- PIFS Bi-Annual Report – July–December 2018
- PIFS Work Plan 2017–2018
- PIFS Memorandum of Understanding with Commonwealth Secretariat
- 42nd PIF – Address by Commonwealth Secretary-General Kamallesh Sharma
- Consultancy Agreement between PIFS and Professor Robert Scollay in relation to consultancy services on Formulation of a Trade Policy Framework for Fiji – Phase 2
- Pacific Island Countries/Development Partners Meeting, June 2013, Outcomes Statement
- Completion Report for Capacity Building Initiative, Savaii, Samoa, 2014
- FSM Investment Guide, Step-by-Step Handbook for Investors 2014 (Parts 1–3)
- H&S Declaration of Expenditure (PIFS) – Quarter 1 Report 2014
- H&S Declaration of Expenditure (PIFS) – Quarter 2 Report 2014

COMESA Secretariat

- 2017 Consolidated Work Plans
- 2017 Interim Narrative Report – Consolidation Phase
- 2018 COMESA Bi-Annual Report – January–December 2018 – Detailed Programme Activities and Results
- 2018 Interim Narrative Report – January–December 2018
- Africa – Successor Programme Presentation
- COMESA Work Plan 2017–2018
- COMESA Bi-Annual Report – January–May 2017
- H&S Action Programme Framework

AUC

- AUC Bi-Annual Report – May–December 2017
- AUC Bi-Annual Report – Regional Trade Adviser – January–June 2018
- AUC Bi-Annual Report – Trade Adviser – January–June 2018
- AUC Work Plan – January–December 2017
- AUC Report to the EU – May–December 2017

Other country Reports

- Belize Final Report – H&S – April 2019
- Belize Work Plan 2017–2018
- Belize Bi-Annual Report – May–December 2017
- Belize Bi-Annual Report – July–December 2018
- Belize Bi-Annual Report – June 2018
- Botswana Bi-Annual Report – May–December 2017
- Botswana Bi-Annual Report – June 2018
- Botswana Bi-Annual Report – December 2018
- Botswana Work Plan 2017–2018
- Botswana Work Plan 2017–2018 Revised
- Botswana Final Progress Report – April 2019
- Fiji Bi-Annual Report – April–December 2014

- Fiji Bi-Annual Report – January–June 2015
- Fiji Bi-Annual Report – July–December 2015
- Fiji Bi-Annual Report – January–June 2016
- Fiji Bi-Annual Report – January–May 2017
- Fiji Bi-Annual Report – May–December 2017
- Fiji Bi-Annual Report – January–June 2018
- Fiji Work Plan – January–December 2015
- FSM Fiji Bi-Annual Report – January–June 2015
- FSM Bi-Annual Report – July–December 2015
- Guyana Work Plan 2017 – June 2018
- Guyana Work Plan 2017 – June 2018 Revised
- Guyana Bi-Annual Report – July–December 2014
- Guyana Bi-Annual Report – June 2015
- Guyana Bi-Annual Report – December 2015
- Guyana Bi-Annual Report – June 2016
- Guyana Bi-Annual Report – December 2016
- Guyana Bi-Annual Report – May 2017
- Guyana Bi-Annual Report – May–December 2017
- Guyana Bi-Annual Report – June 2018
- Guyana Bi-Annual Report – July–December 2018
- Guyana Mid-Term Review 2018
- Guyana – Final H&S Report – April 2019
- Jamaica Bi-Annual Report – July–December 2014
- Jamaica Bi-Annual Report – January–June 2015
- Jamaica Bi-Annual Report – July–December 2015
- Jamaica Bi-Annual Report – January–June 2016
- Jamaica Bi-Annual Report – July–December 2016
- Jamaica Bi-Annual Report – January–May 2017
- Jamaica Bi-Annual Report – June 2018
- Jamaica Bi-Annual Report – December 2018
- Kenya 2017 Interim Narrative Report – Consolidation Phase
- Kenya Work Plan 2017–2018
- Kenya Bi-Annual Report – May–December 2017
- Kenya Bi-Annual Report – January–June 2018
- Kenya Bi-Annual Report – July–December 2018
- Kiribati Work Plan 2017–2018
- Kiribati Bi-Annual Report – January–June 2015
- Kiribati Bi-Annual Report – July–December 2015
- Kiribati Bi-Annual Report – January–June 2018
- Kiribati Bi-Annual Report – July–December 2018
- Lesotho Bi-Annual Report – June 2018
- Lesotho Bi-Annual Report – December 2017
- Lesotho Work Plan 2017–2018
- Lesotho Bi-Annual Report – December 2018
- Malawi 2017 Interim Narrative Report – Consolidation Phase
- Malawi Work Plan July 2017–June 2018
- Malawi Bi-Annual Report – January–June 2018
- Malawi Bi-Annual Report – July–December 2018
- RMI Bi-Annual Report – January–June 2015
- RMI Bi-Annual Report – July–December 2015
- Samoa- Performance Evaluation and Feedback – January–June 2016
- Samoa Bi-Annual Report – January–June 2013
- Samoa Bi-Annual Report – January–December 2014
- Samoa Bi-Annual Report – January–June 2015
- Samoa Bi-Annual Report – July–December 2015
- Samoa Bi-Annual Report – January–June 2016

- Samoa Bi-Annual Report – January–May 2017
- Samoa Bi-Annual Report – May–December 2017
- Samoa Bi-Annual Report – June 2018
- Samoa Bi-Annual Report – May–December 2018
- St. Vincent and the Grenadines Bi-Annual Report – June 2018
- St. Vincent and the Grenadines Bi-Annual Report – May-December 2017
- St. Vincent and the Grenadines Bi-Annual Report – July-December 2018
- Tonga NTA Work Plan 2017-2018
- Tonga Final Programme Report – January–April 2015
- Tonga Bi-Annual Report – June 2018
- Zambia Inception Report – March–April 2018
- Zambia Work Plan Sept – November 2018
- Zambia Bi-Annual Report – January–June 2018
- Zambia Bi-Annual Report – July–December 2018

External documents

- Caribbean Community Regional Aid for Trade Strategy 2013-2016, CARICOM Secretariat
- Jamaica Trade and Adjustment Team Trade News, Ministry of Foreign Affairs and Foreign Trade, September/December 2017
- MOU between Commonwealth Secretariat and Government of Jamaica with respect to H&S Phase II Programme
- MOU between Commonwealth Secretariat and Government of Kiribati with respect to H&S Consolidation Phase
- MOU between Commonwealth Secretariat and Government of Tonga with respect to H&S Consolidation Phase
- MOU between Commonwealth Secretariat and Government of Fiji with respect to H&S Phase II
- MOU between Commonwealth Secretariat and Government of Samoa with respect to H&S Phase II
- MOU between Commonwealth Secretariat and Government of Zambia with respect to H&S Programme

Annex 4: List of stakeholders consulted

Role	Country/regional organisation	Institution
Senior Director of Trade	Saint Lucia	OECS
Trade Adviser	Saint Lucia	OECS
Regional Trade Adviser	Saint Lucia	OECS
Executive Director	Saint Lucia	Manufacturer's Association
Trade Adviser	St. Lucia	Ministry of Commerce
Head of Trade Agreements Implementation Coordination Unit	Jamaica	Ministry of Foreign Affairs and Foreign Trade
Acting Under-Secretary	Jamaica	Ministry of Foreign Affairs and Foreign Trade
H&S Trade Adviser	Jamaica	Ministry of Foreign Affairs and Foreign Trade
Chief Executive Officer	Jamaica	Jamaica Chamber of Commerce
Operations Officer and Liaison Officer	Jamaica and OECS	World Bank
Operations Analyst, International Finance Corporation	Jamaica and Caribbean	World Bank
Former Acting Head	OECS	OECS Competitive Business Unit
Former Trade Programme Officer	OECS	OECS Commission
Commissioner	Samoa	Public Service Commission of Samoa
Chief Executive Officer/Technical Adviser	Samoa	Samoa Association of Manufacturers and Exporters
Chief Executive Officer	Samoa	MCIL
H&S National Trade Adviser	Samoa	MCIL
Incoming Director	Fiji	PIFS
Director	Fiji	PIFS
Economic Development Advisor	Fiji	PIFS
Trade Adviser	Fiji	PIFS
Trade Adviser	Fiji	PIFS
Senior Trade Economist	Fiji	Trade Unit, MITT
Principal Trade Economist	Fiji	Trade Unit, MITT
Chief Executive Officer, formerly H&S National Trade Adviser	Fiji	MITT
Permanent Secretary	Fiji	MITT
First Secretary, formerly MITT Staff Member	Fiji	Permanent Mission of the Republic of Fiji to EU
First Secretary, formerly MITT Staff Member	Fiji	Fiji High Commission, Canberra
H&S National Trade Adviser	Kiribati	H&S Programme, Ministry of Commerce, Industry and Cooperatives

Role	Country/regional organisation	Institution
National Trade Adviser	Malawi	Ministry of Trade, Industry and Tourism
Legislative Counsel	Malawi	Ministry of Justice
Director of Administration	Malawi	Ministry of Trade, Industry and Tourism
Deputy Director of Trade	Malawi	Ministry of Trade, Industry and Tourism
Senior Private Sector Specialist	Malawi	World Bank
Manager – Tariff, Origin & Valuation- Customs Technical	Malawi	Malawi Revenue Authority
Coordinator – Donor Committee for Agriculture and Food Security	Malawi	Donor Committee for Agriculture and Food Security
Director of Planning	Malawi	Malawi Investment and Trade Centre
Assistant Director of Trade	Malawi	Ministry of Trade, Industry and Tourism
Private Sector Development Specialist	Malawi	UNDP
National Trade Adviser	Kenya	Directorate of International Trade, Ministry of Industry, Trade and Cooperatives
Assistant Director	Kenya	Directorate of International Trade, Ministry of Industry, Trade and Cooperatives
Assistant Director	Kenya	Directorate of International Trade, Ministry of Industry, Trade and Cooperatives
Manager Retention and Policy	Kenya	Export Promotion Council
Executive Director/Chief Executive Officer	Kenya	Anti-Counterfeit Agency
Manager of Public Education and Outreach	Kenya	Multi-Agency Anti-Illicit Trade Outreach Coordination Office
Director, Trade and Industry	Ethiopia	AUC
National Trade Adviser	Ethiopia	AUC
Regional Trade Adviser	Ethiopia	AUC
Director	Ethiopia	UNCTAD Regional Office for Africa
Commissioner, Trade and Industry	Ethiopia	British Embassy to the AUC
First Secretary, Africa Union and Development	Ethiopia	DFID
Head of Programme Support to AfCFTA	Ethiopia	GIZ
Coordinator of African Trade Policy Centre	Ethiopia	UNECA
Programme Coordinator	Ethiopia	International Telecommunication Union Regional Office for Africa
Head of Information Society	Ethiopia	African Union Commission
Team Leader, Sectorial Cooperation with AU	Ethiopia	Delegation of the EU to the AU

Role	Country/regional organisation	Institution
Regional Trade Adviser, Commonwealth Secretariat	Zambia	COMESA Secretariat
Assistant Secretary-General – Finance and Administration	Zambia	COMESA Secretariat
Trade and Customs Division	Zambia	COMESA Secretariat
Director Foreign Trade	Zambia	Ministry of Commerce, Trade and Industry
Trade and Investment Promotion Officer	Zambia	Ministry of Commerce, Trade and Industry
Head of Statistics Unit	Zambia	COMESA Secretariat
Resident Representative & Resident Coordinator of UN System in Zambia	Zambia	UNDP
Resident Representative	Zambia	Africa Development Bank
Monitoring & Evaluation Officer	Zambia	Africa Development Bank
Director	Zambia	UNECA – Zambia
National Trade Adviser	Zambia	Ministry of Commerce, Trade and Industry
Senior Health System Strengthening Adviser	Zambia	UNDP
Chief, Sub-Regional Data Centre	Zambia	UNECA
Economic Affairs	Zambia	UNECA
Chief, Sub-Regional Special Initiatives	Zambia	UNECA
Country Manager	Zambia	Africa Development Bank Group, African Development Fund
Chief Country Economist	Zambia	Africa Development Bank Group, African Development Fund

Annex 5: Questionnaire used to survey trade advisers

1. What were your main achievements during the assignment period?

2. What were the challenges and constraints during your assignment?

3. Any suggestions/recommendations for enhancing the effectiveness and sustainability of the Programme at the (organisation) and at the regional level?

4. Were you satisfied with the support and advice received from the Programme Management Team during your assignment?

5. Any suggestions/recommendations for the Programme Management Team to support advisers assigned to duty stations for future programmes?

Annex 6: Advisers' deployment during H&S Phase II and Consolidation Phase

The ComSec-managed H&S Programme provides technical and advisory trade support to Eastern and Southern ACP regions. During the implementation period of H&S Phase II and the Consolidation Phase (2012–2019) the following were beneficiaries of the Programme:

- **Nineteen countries** benefited from assignment of national trade advisers to trade ministries in Eastern and Southern ACP regions.
- **Seven regional international/economic organisations** benefited from support from regional/trade advisers, and by extension ACP member countries without a dedicated national trade adviser (especial for regional/international trade agreements).

19 countries with dedicated national trade advisers throughout the 2 programmes:

EASTERN & SOUTHERN AFRICA	
Botswana	Burundi
Kenya	Lesotho
Malawi	Mauritius
Uganda	Zambia

CARIBBEAN	
Belize	Guyana
Jamaica	St Vincent and the Grenadines

PACIFIC	
Tonga	Federated States of Micronesia (FSM)
Fiji	Kiribati
Republic of Marshall Islands (RMI)	Samoa
Tonga	

7 regional economic organisations/communities benefiting from the programme, and by extension ACP countries without a dedicated national trade adviser through regional interventions/support (e.g. CARIFORUM EU EPA, CFTA, Tripartite FTA, EU-SADC EPA):

PIFS (REC)	EAC Secretariat (REC)
COMESA Secretariat (REC)	SADC Secretariat (REC)
CARICOM Secretariat (REC)	OECS Secretariat (REC)
AUC**	

** For the purposes of the Programme, the AUC is shown with RECs, although it is an intergovernmental organisation.

Annex 7: Overview of trade adviser assignments – region, phase and nationality

No.	Role	Region	Country/duty station	Host institution	Phase covered	Adviser nationality
1	Trade adviser	Africa	Botswana (Gaborone)	SADC Secretariat	Phase II only	Lesotho
2	RTA	Africa	Botswana (Gaborone)	SADC Secretariat	Phase II only	Zimbabwe
3	Trade adviser	Africa	Botswana (Gaborone)	SADC Secretariat	Phase II only	Uganda
4	NTA	Africa	Botswana (Gaborone)	Ministry of Investment, Trade and Industry	Phase II only	Zambia
5	RTA	Africa	Botswana (Gaborone)	SADC Secretariat	Phase II only	Zimbabwe
6	NTA	Africa	Botswana (Gaborone)	Ministry of Investment, Trade and Industry	Phase II & CP (transferred to Botswana in September 2016)	Uganda
7	RTA	Africa	Botswana (Gaborone)	SADC Secretariat	Phase II & CP (resigned August 2018)	Uganda
8	Trade adviser	Africa	Ethiopia (Addis Ababa)	AUC	Phase II – ended assignment with Programme	Uganda
9	RTA	Africa	Ethiopia (Addis Ababa)	AUC	Phase II only	Nigeria
10	RTA	Africa	Ethiopia (Addis Ababa)	AUC	Phase II & CP	Cameroon
11	Trade adviser	Africa	Ethiopia (Addis Ababa)	AUC	CP only	Zimbabwe
12	NTA	Africa	Kenya (Nairobi)	Ministry of Trade, Industry and Cooperatives	Phase II & CP	Uganda
13	NTA	Africa	Lesotho (Maseru)	Ministry of Trade and Industry	Phase II & CP	Ghana
14	NTA	Africa	Malawi (Lilongwe)	Ministry of Industry, Trade and Tourism	Phase II & CP	Ghana

No.	Role	Region	Country/duty station	Host institution	Phase covered	Adviser nationality
15	NTA	Africa	Mauritius (Port Louis)	Ministry of Foreign Affairs, Regional Integration and International Trade	Phase II only	Cameroon
16	NTA	Africa	Burundi (Bujumbura)	Ministry of Trade, Industry and Tourism	Phase II only	Côte d'Ivoire
17	RTA	Africa	Tanzania (Arusha)	EAC Secretariat	Phase II only	Rwanda
18	Trade adviser	Africa	Tanzania (Arusha)	EAC Secretariat	Phase II only	Malawi
19	RTA	Africa	Tanzania (Arusha)	EAC Secretariat	CP only	Uganda
20	NTA	Africa	Uganda (Kampala)	Ministry of Trade, Industry and Cooperatives	Phase II only	Lesotho
21	RTA	Africa	Zambia (Lusaka)	COMESA Secretariat	Phase II & CP	Uganda
22	Trade adviser	Africa	Zambia (Lusaka)	COMESA Secretariat	Phase II & CP (resigned January 2018)	Uganda
23	NTA	Africa	Zambia (Lusaka)	Ministry of Commerce, Trade and Industry	CP only	E-Swatini
24	Trade adviser	Caribbean	Belize (Belmopan)	Ministry of Trade, Investment Promotion and Private Sector Development	Phase II & CP	Zambia
25	RTA	Caribbean	Guyana (Georgetown)	CARICOM Secretariat	Phase II only	Trinidad
26	NTA	Caribbean	Guyana (Georgetown)	Ministry of Foreign Affairs, Department of Trade	Phase II & CP	Uganda
27	RTA	Caribbean	Guyana (Georgetown)	CARICOM Secretariat	Phase II & CP	Nigeria
28	NTA	Caribbean	Jamaica (Kingston)	Ministry of Foreign Affairs and Foreign Trade	Phase II & CP	Zimbabwe
29	Trade adviser	Caribbean	Saint Lucia (Castries)	OECS Commission	Phase II only	Ghana

No.	Role	Region	Country/duty station	Host institution	Phase covered	Adviser nationality
30	RTA	Caribbean	Saint Lucia (Castries)	OECS Commission	Phase II & CP	Dominica
31	Trade adviser	Caribbean	Saint Lucia (Castries)	OECS Commission	Phase II & CP	Zimbabwe
32	NTA	Caribbean	St Vincent and the Grenadines (Kingstown)	Ministry of Foreign Affairs, Trade and Commerce	Phase II & CP	Ghana
33	RTA	Pacific	Fiji (Suva)	PIFS	Phase II (transferred to SADC Secretariat, Botswana)	Zimbabwe
34	NTA	Pacific	Fiji (Suva)	MITT	Phase II & CP (resigned August 2018)	Zambia
35	Trade adviser	Pacific	Fiji (Suva)	PIFS	Phase II & CP	Rwanda
36	RTA	Pacific	Fiji (Suva)	PIFS	Phase II only	Jamaica
37	RTA	Pacific	Fiji (Suva)	PIFS	Phase II & CP (resigned May 2018)	Saint Lucia
38	Trade adviser	Pacific	Fiji (Suva)	PIFS	CP only	Kenya
39	NTA	Pacific	FSM (Pohnpei)	Department of Resources and Development	Phase II & CP (transferred to AUC on 18 May 2017)	Cameroon
40	NTA	Pacific	Kiribati (Tarawa)	Ministry of Commerce, Industry and Cooperatives	Phase II & CP	Kenya
41	NTA	Pacific	RMI (Majuro)	Ministry of Resources and Development	Phase II & CP (resigned October 2017)	Fiji
42	NTA	Pacific	Samoa (Apia)	MCIL	Phase II & CP	Uganda
43	NTA	Pacific	Tonga (Nuku'alofa)	Ministry of Commerce, Consumer, Innovation, Trade and Labour	Phase II only	Lesotho
44	NTA	Pacific	Tonga (Nuku'alofa)	Ministry of Commerce, Consumer, Innovation, Trade and Labour	Phase II & CP (resigned August 2018)	Kenya

Annex 8: Logical framework

Hub and Spokes II Logical Framework Matrix

Programme profile							
Programme title	The Hub and Spokes II Programme – Enhancing Trade Capacity Development in ACP States						
Region(s)	Africa, Caribbean and Pacific (ACP)						
Donor organisations	European Commission (Intra-ACP Envelope, 10th European Development Fund) Commonwealth Secretariat (Commonwealth Fund for Technical Cooperation) Organisation internationale de la Francophonie						
Executing agencies	Commonwealth Secretariat (<i>for Eastern and Southern Africa, Caribbean and Pacific regions</i>) Organisation internationale de la Francophonie (<i>for Central and West Africa regions</i>)						
Global partner	EuropeAid (for the European Commission); ACP Secretariat						
Regional partners	<table border="0"> <tr> <td style="vertical-align: top;"> <ul style="list-style-type: none"> – African Union Commission – Common Market for Eastern and Southern Africa Secretariat – Southern African Development Community Secretariat – East African Community Secretariat – Organisation of Eastern Caribbean States Secretariat – Caribbean Community Secretariat – Pacific Islands Forum Secretariat </td> <td style="font-size: 4em; vertical-align: middle; padding: 0 10px;">}</td> <td style="vertical-align: middle;">Executing agency: <i>Commonwealth Secretariat</i></td> </tr> <tr> <td style="vertical-align: top;"> <ul style="list-style-type: none"> – Economic and Monetary Community of Central Africa Commission – Economic Community of Central African States – Economic Community Of West African States Commission – West African Economic and Monetary Union Commission </td> <td style="font-size: 4em; vertical-align: middle; padding: 0 10px;">}</td> <td style="vertical-align: middle;">Executing agency: <i>Organisation internationale de la Francophonie</i></td> </tr> </table>	<ul style="list-style-type: none"> – African Union Commission – Common Market for Eastern and Southern Africa Secretariat – Southern African Development Community Secretariat – East African Community Secretariat – Organisation of Eastern Caribbean States Secretariat – Caribbean Community Secretariat – Pacific Islands Forum Secretariat 	}	Executing agency: <i>Commonwealth Secretariat</i>	<ul style="list-style-type: none"> – Economic and Monetary Community of Central Africa Commission – Economic Community of Central African States – Economic Community Of West African States Commission – West African Economic and Monetary Union Commission 	}	Executing agency: <i>Organisation internationale de la Francophonie</i>
<ul style="list-style-type: none"> – African Union Commission – Common Market for Eastern and Southern Africa Secretariat – Southern African Development Community Secretariat – East African Community Secretariat – Organisation of Eastern Caribbean States Secretariat – Caribbean Community Secretariat – Pacific Islands Forum Secretariat 	}	Executing agency: <i>Commonwealth Secretariat</i>					
<ul style="list-style-type: none"> – Economic and Monetary Community of Central Africa Commission – Economic Community of Central African States – Economic Community Of West African States Commission – West African Economic and Monetary Union Commission 	}	Executing agency: <i>Organisation internationale de la Francophonie</i>					
Programme funding and source	€12 million from European Commission (<i>EuropeAid</i>) €2.5 million from Commonwealth Secretariat (<i>for Eastern and Southern Africa, Caribbean and Pacific regions</i>) €1.2 million from Organisation internationale de la Francophonie (<i>for Central and West Africa regions</i>)						
Implementation period	35 months; implementation timeframe: 1 February 2013–31 December 2015						

Programme profile	
Governance profile	<ul style="list-style-type: none"> • Annual regional planning workshops • 6-monthly field activity reports and performance appraisals • 6-monthly PSC meetings of global/regional partners and programme donors • Monitoring missions and implementation reviews conducted by joint executing agencies • Global Programme Workshop (every 18 months) convening pan-ACP partners, donors and third-party organisations • Mid-term and <i>final</i> programme evaluations

	Indicators	Sources of Verification	Assumptions
Overall Objective: Contribute to sustainable economic development and poverty reduction in ACP countries through closer regional integration and increased participation in the global economy			
	<ul style="list-style-type: none"> □ Transition of ACP economies based on appropriate trade policies that are consistent with the objectives of regional and multilateral agreements □ National and regional trade policies defined and take into account regional integration organisation (RIO) developments in international trade cooperation □ Growth in foreign trade and in particular ACP exports • Structures and capacity of national and regional trade governance adapted to the new international economic environment 	<ul style="list-style-type: none"> □ National and regional trade policy documents □ Reports issued by international organisations (World Bank, IMF, OECD, etc.) □ WTO Trade Policy Review □ Official trade statistics □ Formal external mid-term evaluation by European Commission, which will contract independent consultants for this purpose □ Formal external completion evaluation by European Commission 	<ul style="list-style-type: none"> □ ACP countries and RIOs wish to develop a harmonised trade policy in line with the current realities of international trade □ There is genuine political will to implement optimal trade policy □ There is a willingness of states and RIOs to implement and/or negotiate new bilateral and regional agreements, if applicable

	Indicators	Sources of Verification	Assumptions
Specific Objective: Enhance the capacity of ACP countries to formulate suitable trade policies, participate effectively in international trade negotiations and implement international trade agreements to their benefit			
	<ul style="list-style-type: none"> □ All countries and RIOs hosting a trade adviser have a current and active national trade policy in line with their strategic framework for poverty reduction □ Number of references to trade policies in national/regional economic development and poverty reduction strategies □ Number of countries and RIOs that have developed trade capacity-building programmes □ Number of national trade policy committees working with RIO trade committees □ National and regional governance structures adapted to the evolving international economic context 	<ul style="list-style-type: none"> □ Reports from international organisations (World Bank, IMF, OECD, etc.). □ 6-monthly programme activity reports conducted by RTA with support from NTAs □ ComSec and OIF 6-monthly reports prepared by respective Programme Management Unit □ Third-party studies and submissions to international committees (e.g. WTO Trade Policy Review Mechanism) 	<ul style="list-style-type: none"> □ Continued national and regional commitment to trade capacity development □ Economic development and poverty reduction strategies (and associated policy decisions) are made available to the public □ Government support and allocation of appropriate resources to trade ministries □ Additional funds can be mobilised for the implementation of actions prepared by the Programme

	Indicators	Sources of Verification	Assumptions
Expected Results and Outputs			
Result 1: Key ACP stakeholders trained on trade policy issues			
	<ul style="list-style-type: none"> □ Kind and number of relevant activities in each area of trade policy □ Number of trainings organised jointly with local partners □ Number of trade policy trainings organised that were co-funded by other donors □ Number of participants (private sector, parliamentarians, trainers) □ Case studies produced and published on programme website □ Number of training manuals □ Ownership of activities undertaken by the beneficiaries (important indicator but how assessed? Co-funding, joint organisation) 	<ul style="list-style-type: none"> □ 6-monthly H&S progress reports, prepared by NTA and RTA □ 6-monthly reports prepared by OIF & ComSec Programme Management Units □ Mid-term programme evaluation, contracted by European Commission 	<ul style="list-style-type: none"> □ Countries and RIOs support and allocate appropriate resources to trade ministries and/or trade departments. □ Availability of local (ACP) experts at national/regional level to engage in trade-related training or consulting □ Demand to host trade advisers from ACP countries to provide trade-related technical assistance □ Requests for capacity-building needs assessments are clearly expressed by the ACP countries and regions

	Indicators	Sources of Verification	Assumptions
Main Activities 1: Needs assessments; Training; Information			
1.1. Train and sensitise key public and private sector trade policy practitioners	<ul style="list-style-type: none"> National and regional needs assessment reports prepared on trade capacity for stakeholders (administrations, parliamentarians, academics, private business sectors, media, NGOs) Specific needs assessment carried out for women in business associations 	<ul style="list-style-type: none"> Needs assessment reports by independent consultants Needs assessment reports prepared by H&S Network 	<ul style="list-style-type: none"> Efficient disbursement of regional programme funds by RIO secretariat to facilitate training activities Staff (counterpart) turnover and attrition at beneficiary countries and RIO secretariats at manageable levels so as to avoid loss of overall competencies or impeding of programme objectives Similar trade-related technical assistance needs among each RIOs membership
1.2. Conduct diagnostic studies and comprehensive trade capacity needs assessments	<ul style="list-style-type: none"> 100 private sector stakeholders trained and sensitised at regional level per year: <i>Targets: 300; National 60%; Regional: 40%</i> 	<ul style="list-style-type: none"> List and evaluation tests of trained and sensitised participants 	
1.3. Develop and apply training modules for ACP academic trainers to create a sustainable pool of local trade policy experts	<ul style="list-style-type: none"> 6 regional trainings for trainers prepared in French, English, Spanish and Portuguese <i>Target: 1 module per RIO per year? Attendance: Minimum 30% women</i> 	<ul style="list-style-type: none"> Curriculum course documents elaborated in English, French, Spanish and Portuguese Signed participation lists 	
1.4. Organisation of online courses in the domain of trade policy capacity-building	<ul style="list-style-type: none"> Number of online courses organised for specific stakeholders: <i>Target: 10 online courses: 3 in French, 3 in English, 2 in Spanish and 2 in Portuguese. what timeframe?</i> Number of participants that complete online courses successfully <i>Target: 80%</i> 	<ul style="list-style-type: none"> Online course curricula developed List of participants 	

	Indicators	Sources of Verification	Assumptions
Result 2: Effective trade policies drafted and relevant international trade agreements successfully negotiated and implemented			
	<ul style="list-style-type: none"> Kind and number of backstopping supports deployed for trade negotiators to better represent and defend national/regional interests 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC Mid-term external evaluation by European Commission, which will contract independent consultants for this purpose 	<ul style="list-style-type: none"> Progress in trade liberalisation at various levels (bilateral, regional and multilateral) Negotiated trade agreements cover non-tariff barriers to facilitate real improvements in market access and increased trade volumes
	<ul style="list-style-type: none"> Specific technical advice delivered to policy-makers on trade-related issues (services, intellectual property rights, competition) 	<ul style="list-style-type: none"> WTO commitments by countries WTO report Liberalisation measures implemented and notified to WTO 	

	Indicators	Sources of Verification	Assumptions
Main activities 2: Technical papers; Trade regulation			
2.1. Prepare briefs, background papers and data analysis to inform and support trade negotiators and policy-makers	<ul style="list-style-type: none"> Number of briefs/ background papers produced (source: national trade ministries) 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA OIF and ComSec H&S II PMTs National and regional document on trade policy 	<ul style="list-style-type: none"> Efficient disbursement of regional programme funds by RIO secretariats to facilitate training activities Availability of, and ability to build on, existing trade-related diagnostic studies to ensure complementarity of trade adviser analysis and programme outputs Statistical capacity exists at regional/ national level to provide trade-related data (including gender-specific data) Similar trade-related technical assistance needs among each RIO's membership
2.2. Elaboration of draft legislations and regulations to improve compliance with regional and international trade agreements.	<ul style="list-style-type: none"> Number of national notification mechanisms updated or enhanced <i>Target: 30 countries and 5 RIOs at end of Programme</i> Number of regulations implemented in domain of trade facilitation (regional and multilateral levels) 	<ul style="list-style-type: none"> National Trade Policy Review reports Regional Trade Policy Review reports Regional Trade Policy Review report prepared by RIOs or WTO 	

	Indicators	Sources of Verification	Assumptions
2.3. Support to specific stakeholders to contribute to trade policy documents and strategic processes	<ul style="list-style-type: none"> Number of person-days of technical assistance provided to RIOs and countries to elaborate specific trade strategy documents 	<ul style="list-style-type: none"> Expert reports Strategic position documents provided by experts 	
2.4. Strengthen capacity for trade data collection and analysis	<ul style="list-style-type: none"> Number of regional trainings in the domain of trade statistics organised <p><i>Target: 10 trade statistics workshops; 5 in regions covered by OIF and 5 by ComSec timeframe?</i></p>	<ul style="list-style-type: none"> Integrated Regional Statistical System implemented Analytic research documents prepared by H&S Network OIF and ComSec H&S II PMT National and regional trade policy documents 	

	Indicators	Sources of Verification	Assumptions
Result 3: National and regional trade consultative networks established and strengthened			
	<ul style="list-style-type: none"> Number of national and regional Aid for Trade committees set up and enhanced Number of RIOs/ countries that provide own funding for Trade Consultative Networks 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC Mid-term external evaluation by European Commission, which will contract independent consultants for this purpose Consultative networks database 	<ul style="list-style-type: none"> Willingness of and commitment from private sector to contribute to trade policy dialogue in each country/region Strong linkages between RIO secretariat and member countries on private sector development issues Public documents used in public-private regional/ national trade consultative process

	Indicators	Sources of Verification	Assumptions
Main activities 3: Regional and inter-regional Aid for Trade Strategy mechanisms; Experts networking			
3.1. Convene local and regional networks to exchange trade analysis, data and updates on trade policy developments	<ul style="list-style-type: none"> 4 regional expert networks created and supported by H&S II 120 regional experts join network <p><i>Targets: 40 French speaking, 40 English speaking, 20 Spanish speaking, 20 Portuguese speaking</i></p>	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA Regional Aid for Trade assessment reports Contribution to 4th Aid for Trade report review 	<ul style="list-style-type: none"> Countries and RIOs accept Aid for Trade as best investment for the future COMSEC, OIF, countries and RIOs can raise sufficient funds in accordance with Aid for Trade donors' constraints Willingness of RIOs and ACP countries to develop a meaningful public-private dialogue
3.2. Conduct private sector trade and market information needs assessments			
3.3. Engage with private sector associations that directly support women in business	<ul style="list-style-type: none"> Number of public-private policy dialogues held per year 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA 	
	<ul style="list-style-type: none"> Number of private sector reforms drafted 	<ul style="list-style-type: none"> H&S PMT reports to PSC 	
3.4. Facilitate and lead seminars on trade policy and negotiations for local business, including for SMEs	<ul style="list-style-type: none"> Number of appropriation mechanism drafted and implemented at national and regional levels <p><i>Target: 4</i></p> <ul style="list-style-type: none"> Number of consultative network meetings and trainings organised at national and regional levels: <p><i>ACP regions target: 4; 1 in OIF region, 1 in Africa region covered by ComSec, 1 in Caribbean and 1 in Pacific</i></p> <p><i>All ACP RIOs: target: 2 (1 after 12 months and 1 after 30 months)</i></p>	<ul style="list-style-type: none"> H&S PMT reports to PSC Lists of participants in consultative network meetings and trainings 	
3.5. Coach private sector organisations on drafting briefing notes and papers on trade policy issues	<ul style="list-style-type: none"> Number of meetings Average number of participants per country 	<ul style="list-style-type: none"> Meeting minutes Consultative networks database 	

	Indicators	Sources of Verification	Assumptions
Result 4: Collaboration with donor partners strengthened to maximise benefits of Aid for Trade opportunities			
	<ul style="list-style-type: none"> Number of collaborative activities and/or studies with third party Aid for Trade donor partners <p><i>Target = at least 2 per region per year</i></p>	<ul style="list-style-type: none"> Aid for Trade donor partners, reports to countries and RIO secretariats 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC Mid-term external evaluation by European Commission, which will contract independent consultants for his purpose 	<ul style="list-style-type: none"> Willingness of and commitment by Aid for Trade programme partners to collaborate in the delivery of trade-related technical assistance in ACP regions and countries Collaboration among Aid for Trade donors to reduce duplication and to minimise the fragmentation of target groups

	Indicators	Sources of Verification	Assumptions
Main activities 4: Collaboration with donor partners			
4.1. Train ACP counterparts on preparing technical proposals for accessing third-party Aid for Trade funds	<ul style="list-style-type: none"> Number of programme documents/Action Fiches H&S II advisers contributed to 	<ul style="list-style-type: none"> Technical expert documents H&S PMT reports to PSC Action Fiches, Identification Fiches, programme documents 	<ul style="list-style-type: none"> Willingness of countries and RIOs to develop an offensive strategy aimed at exploiting existing business opportunities COMSEC, OIF, countries and RIOs can raise funds for complementary financing
4.2. Develop regional coordination plans implemented with 3rd party donors on targeting trade capacity building needs.	<ul style="list-style-type: none"> 5 regional partnerships established with international strategic partners: WTO, UNDP, World Bank, AfDB, ITC 	<ul style="list-style-type: none"> Partnership agreements, MOUs H&S PMT reports to PSC 	
4.3. Host and facilitate 'global' workshops bringing together pan-ACP network of H&S Networks and donors	<ul style="list-style-type: none"> Participation in pan-ACP workshops In-kind contributions from donor partners (speakers??) 	<ul style="list-style-type: none"> List of participants and evaluation questionnaires 	
4.4. Partner with third-party Aid for Trade donors to co-fund programme activities	<ul style="list-style-type: none"> Ratio of programme funds to third-party fund utilisation in each ACP region <p><i>Target = 20% of H&S II envelope</i></p>	<ul style="list-style-type: none"> Financial agreements signed H&S PMT reports to PSC 	

	Indicators	Sources of Verification	Assumptions
Result 5: Intra-ACP communications on trade development promoted			
	<ul style="list-style-type: none"> • Visibility of packages and toolkits developed under the Programme • Activities developed to enhance impact of the Programme on beneficiaries and development partners 	<ul style="list-style-type: none"> • Mid-term review and final reports • Programme website developed; number of website visitors • H&S II Communication & Advocacy Strategy document and related status reports 	<ul style="list-style-type: none"> • H&S II Communication & Advocacy Strategy developed, disseminated and accepted by relevant programme partners (including network of trade advisers) • Willingness of RIO secretariats to disseminate programme information through newsletters, press releases and other media

	Indicators	Sources of Verification	Assumptions
Main activities 5: Website development; Information; Visibility actions			
5.1. Develop Hub and Spokes Communication & Advocacy Strategy/..	<ul style="list-style-type: none"> • Number of advocacy documents published highlighting importance of trade in economic development and disseminated to private sector and wider community • H&S II Communication & Advocacy Strategy document adopted and applied • Visibility Kits (brochures, flyers, posters) and standardised management documents for programming and accountability 	<ul style="list-style-type: none"> • List of visibility kits distributed within H&S Networks • H&S PMT reports to PSC 	<ul style="list-style-type: none"> • H&S Networks are deployed in all countries
5.2. Implement H&S II Communication & Advocacy Strategy			
5.3. Establish online portal to facilitate technical exchanges by network of trade advisers	<ul style="list-style-type: none"> • Number of advocacy documents published highlighting importance of trade in economic development and disseminated to private sector and wider community <p><i>Target: 6 (1 per semester)</i></p>	<ul style="list-style-type: none"> • Reports on number of 'hits' and unique visitors to (1) online portal and (2) programme website 	
5.4. Disseminate programme achievements, lessons learnt and case studies to programme partners	<ul style="list-style-type: none"> • Annual growth in utilisation of an intra-H&S Network online communication portal for trade advisers 	<ul style="list-style-type: none"> • H&S PMT reports to PSC 	
5.5. Utilise social media to engage programme partners and build awareness of trade policy issues	<ul style="list-style-type: none"> • Regional and national trade publications/newsletters across ACP 		

Hub and Spokes Consolidation Phase Logical Framework Matrix

Programme profile	
Programme title	ACP EU Hub and Spokes Programme - Consolidation Phase – Enhancing Trade Capacity Development in ACP States (Implemented by the Commonwealth Secretariat)
Region(s)	Africa, Caribbean and Pacific (ACP)
Donor organisations	European Commission (Intra-ACP Envelope, 10th European Development Fund)
	Commonwealth Secretariat (Commonwealth Fund for Technical Cooperation)
	Organisation internationale de la Francophonie
Executing agencies	Commonwealth Secretariat (<i>for Eastern and Southern Africa, Caribbean and Pacific regions</i>)
Global partner	Organisation internationale de la Francophonie (<i>for Central and West Africa regions</i>)
	EuropeAid (for the European Commission);
	ACP Secretariat – TradeCom II Programme
Regional partners	<ul style="list-style-type: none"> – African Union Commission – Common Market for Eastern and Southern Africa Secretariat – Southern African Development Community Secretariat – East African Community Secretariat – Organisation of Eastern Caribbean States Secretariat – Caribbean Community Secretariat – Pacific Islands Forum Secretariat <div style="text-align: right; margin-top: 10px;">  <p>Executing agency: <i>Commonwealth Secretariat</i></p> </div>
Implementation period	21 months; implementation timeframe: 28 May 2017-27 February 2019
Governance profile	<ul style="list-style-type: none"> – Semi-annual field reports and performance evaluation – Semi-annual meetings of PSC – Joint implementation monitoring missions and evaluation mission carried out by the agencies – Programme of regional workshops, bringing together ACP partners, donors and third-party organisations – Evaluations of the Programme

	Indicators	Sources of Verification	Assumptions
Overall Objective: Contribute to sustainable economic development and poverty reduction in ACP countries through closer regional integration and increased participation in the global economy			
	<ul style="list-style-type: none"> □ Transition of ACP economies based on appropriate trade policies that are consistent with the objectives of regional and multilateral agreements □ National and regional trade policies defined and take into account regional integration organisation (RIO) developments in international trade cooperation □ Growth in foreign trade and in particular ACP exports □ Structures and capacity of national and regional trade governance adapted to the new international economic environment 	<ul style="list-style-type: none"> □ National and regional trade policy documents □ Reports issued by international organisations (World Bank, IMF, OECD, etc.) □ Official trade statistics □ Final evaluation 	<ul style="list-style-type: none"> □ ACP countries and RIOs wish to develop a harmonised trade policy in line with the current realities of international trade □ There is genuine political will to implement optimal trade policy □ There is a willingness of states and RIOs to implement and/or negotiate new bilateral and regional agreements, if applicable

	Indicators	Sources of Verification	Assumptions
Specific Objective: Enhance the capacity of ACP countries to formulate suitable trade policies, participate effectively in international trade negotiations and implement international trade agreements to their benefit			
	<ul style="list-style-type: none"> □ Number of countries and RIOs hosting a trade adviser that have a current and active national trade policy in line with their strategic framework for poverty reduction □ Number of references to trade policies in national/regional economic development and poverty reduction strategies □ Number of countries and RIOs that have developed trade capacities-building programmes □ Number of national trade policy committees working with RIO trade committees (trade facilitation) 	<ul style="list-style-type: none"> □ Reports from international organisations (World Bank, IMF, OECD, etc.). □ 6-monthly programme activity reports conducted by RTA with support from NTAsComSec and OIF 6-monthly reports prepared by respective Programme Management Unit □ Third-party studies and submissions to international committees (e.g. WTO Trade Policy Review Mechanism) 	<ul style="list-style-type: none"> □ Continued national and regional commitment to trade capacity development □ Government support and allocation of appropriate resources to trade ministries □ Additional funds can be mobilised for the implementation of actions prepared by the programme

Main Outcome 1: Results achieved under previous H&S Programmes are consolidated

Achievement of Main Outcome 1 will be supported by 3 Intermediate Results

	Indicators	Sources of Verification	Assumptions
Expected Results and Outputs			
Intermediate Result 1: Key ACP stakeholders trained on trade policy issues			
	<ul style="list-style-type: none"> □ Kind and number of relevant activities in each area of trade policy □ Number of trainings organised jointly with local partners □ Number of trade policy trainings organised that were co-funded by other donors 	<ul style="list-style-type: none"> □ 6-monthly H&S progress reports, prepared by NTA and RTA □ 6-monthly reports prepared by OIF & ComSec Programme Management Units □ Final programme evaluation, contracted/ conducted by European Commission 	<ul style="list-style-type: none"> □ Countries and RIOs support and allocate appropriate resources to trade ministries and/or trade departments. □ Availability of local (ACP) experts at national/regional level to engage in trade-related training or consulting □ Demand to host trade advisers from ACP countries to provide trade-related technical assistance □ Requests for capacity-building needs assessments are clearly expressed by the ACP countries and regions

	Indicators	Sources of Verification	Assumptions
Main Activities 1: Needs assessments; Training; implementation			
1.1. Train and sensitise key public and private sector trade policy practitioners; institutional capacity-strengthening, reforms	<ul style="list-style-type: none"> • Private sector stakeholders trained and sensitised at regional level per year: <p><i>Targets: 500 (at least); National 60%; Regional: 40%</i></p>	<ul style="list-style-type: none"> • Training reports 	<ul style="list-style-type: none"> • Efficient disbursement of regional programme funds by RIO secretariats to facilitate training activities • Staff (counterpart) turnover and attrition at beneficiary countries and RIO secretariats at manageable levels so as to avoid loss of overall competencies or impeding of programme objectives
1.2. Conduct diagnostic studies and comprehensive trade capacity needs assessments, including analytical work on emerging trade issues and SDG and EPA implementation	<ul style="list-style-type: none"> • National and regional needs assessment reports prepared on trade capacity for stakeholders (administrations, parliamentarians, academics, private sector, media, NGO) <p><i>Target: 10</i></p>	<ul style="list-style-type: none"> • Case studies • Needs assessment reports by independent consultants • Needs assessment reports prepared by H&S Network 	<ul style="list-style-type: none"> • Similar trade-related technical assistance needs among each RIOs membership.

	Indicators	Sources of Verification	Assumptions
Intermediate Result 2: Effective trade policies drafted and relevant international trade agreements successfully negotiated and implemented			
	<ul style="list-style-type: none"> Kind and number of backstopping supports deployed for trade negotiators to better represent and defend national/regional interests Specific technical advice delivered to policy-makers on trade-related issues (services, intellectual property rights, competition) Implementation of agreements (EPAs, TFA and other agreements at the national, regional and international levels) 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC External evaluation by the European Commission, as established by the latter WTO commitments by countries; WTO report Liberalisation measures implemented and notified to WTO Progress reports on implementation of signed EPAs and other free trade agreements (Pacer-Plus, bilaterals, etc.) 	<ul style="list-style-type: none"> Progress in trade liberalisation at various levels (bilateral, regional and multilateral) Negotiated trade agreements cover non-tariff barriers to facilitate real improvements in market access and increased trade volumes

	Indicators	Sources of Verification	Assumptions
Main Activities 2: Technical papers; Trade regulation			
2.1. Prepare briefs, background papers and data analysis to include emerging trade issues to inform and support trade negotiators and policy-makers in particular within the framework of the ACP-EU EPA negotiations and implementation	<ul style="list-style-type: none"> Number of briefs/background papers produced (source: national trade ministries/RECs) 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA OIF and ComSec H&S PMTs National and regional trade policy documents 	<ul style="list-style-type: none"> Efficient disbursement of regional programme funds by RIO secretariats to facilitate training activities Availability of, and ability to build on, existing trade-related diagnostic studies to ensure complementarity of trade adviser analysis and programme outputs
2.2. Elaboration of draft legislation and regulations to improve compliance with regional and international trade agreements	<ul style="list-style-type: none"> Number of national notification mechanisms updated or enhanced (especially for TFA, EPA) <p><i>Target: 20 countries and 5 RIOs at end of Programme</i></p>	<ul style="list-style-type: none"> National and regional Trade Policy Review reports 	<ul style="list-style-type: none"> Statistical capacity exists at regional/national level to provide trade-related data (including gender-specific data)
2.3. Support to specific stakeholders to contribute to trade policy documents and strategic processes	<ul style="list-style-type: none"> Number of person-days of technical assistance provided to RIOs and countries to elaborate specific trade strategy documents 	<ul style="list-style-type: none"> Regional Trade Policy Review report prepared by RIOs or WTO 	<ul style="list-style-type: none"> Similar trade-related technical assistance needs among each RIO's membership

	Indicators	Sources of Verification	Assumptions
Intermediate Result 3: National and regional trade consultative networks established and strengthened			
	<ul style="list-style-type: none"> Number of annual consultations organised on public-private partnership <p><i>Target: At least 1 in each country/REC</i></p> <ul style="list-style-type: none"> Sustainable trade and/or trade facilitation capacity building networks established <p>Target: 1 in each country that ratified the agreement</p> <ul style="list-style-type: none"> Number of private sector associations and NGOs that have joined the Trade Policy Committee network 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC External evaluation by the European Commission, which will contract independent consultants for this purpose Consultative networks database 	<ul style="list-style-type: none"> Willingness and commitment from private sector to contribute to trade policy dialogue in each country/region Strong linkages between RIO secretariat and member countries on private sector development issues Public documents used in public-private regional/national trade consultative process

	Indicators	Sources of Verification	Assumptions
Main Activities 3: Regional and inter-regional Aid for Trade Strategy mechanisms; Experts networking			
3.1. Public/private trade policy advisory networks established and supported in particular in Trade Facilitation Committees	<ul style="list-style-type: none"> Number of consultative networks established in beneficiary countries and regions <p><i>Target: At least 1 in each country/REC</i></p> <ul style="list-style-type: none"> 2 networks of experts created and supported by H&S II, of which at least 20% are women (joint effort with OIF) 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA Regional Aid for Trade assessment reports Contribution to Aid for Trade report reviews 	<ul style="list-style-type: none"> Countries and RIOs accept Aid for Trade as best investment for the future
3.2. Networks of regional/national experts established in trade policy or trade facilitation	<ul style="list-style-type: none"> 2 networks of experts created and supported by H&S II, of which at least 20% are women (joint effort with OIF) 	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA 	<ul style="list-style-type: none"> COMSEC, OIF, countries and RIOs can raise sufficient funds in accordance with Aid for Trade donors constraints
3.3. A framework for public-private partnerships on trade adopted and integrated into the annual work programme of the RIO/country	<ul style="list-style-type: none"> Public-private partnership documents on trade drafted at national and regional level <p><i>Target: 5 countries have established a public-private partnership framework on trade</i></p>	<ul style="list-style-type: none"> 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC 	<ul style="list-style-type: none"> Willingness of RIOs and ACP countries to develop a meaningful public-private dialogue

Main Outcome 2: Transfer ownership of Programme to beneficiaries (exit strategy), strengthened partnerships and knowledge-sharing

Achievement of Main Outcome 2 will be supported by 3 Intermediate Results

	Indicators	Sources of Verification	Assumptions
Expected Results and Outputs			
Intermediate Result 4: Collaboration and partnerships strengthen to maximise benefits of Aid for Trade opportunities			
	<ul style="list-style-type: none"> Aid for Trade strategic frameworks developed by countries and RIOs and disseminated to stakeholders Positioning documents developed and presented at the 6th Global Review of Aid for Trade Mobilisation of funds to address the trade-related constraints identified by the ACP countries Number of stakeholders trained in Aid for Trade projects <p>(Target for EC procedures, 200 national 30 regional)</p>	<ul style="list-style-type: none"> Aid for Trade donor partners, reports to countries and RIO's secretariats 6-monthly H&S Network progress reports of NTA and RTA H&S PMT reports to PSC External evaluation by the European Commission 	<ul style="list-style-type: none"> Willingness of and commitment by Aid for Trade programme partners to collaborate in the delivery of trade-related technical assistance in ACP regions and countries Collaboration among Aid for Trade donors to reduce duplication and to minimise the fragmentation of target groups

	Indicators	Sources of Verification	Assumptions
Main Activities 4: Collaboration with donor partners			
4.1. Train counterparts on the development of technical proposals for access to other Aid for Trade programmes and financial resources	<ul style="list-style-type: none"> Number of joint activities undertaken with Aid for Trade donor partners. <p>Target: 10</p> <ul style="list-style-type: none"> Number of project proposals approved by Euro-ACP donors or in the framework of ACP programmes such as TradeCom II, private sector promotions. <p>Target: 10</p> <ul style="list-style-type: none"> Number of Aid for Trade interregional strategy papers developed and adopted <p>Target: At least 5</p>	<ul style="list-style-type: none"> Technical expert documents H&S PMT reports to PSC Applications submitted to Aid for Trade programmes 	<ul style="list-style-type: none"> Willingness of countries and RIOs to develop an offensive strategy aimed at exploiting existing business opportunities COMSEC, OIF, countries and RIOs can raise funds for complementary financing
4.2 Partnerships with third-party Trade Aid Fund donors to co-fund programme activities	<ul style="list-style-type: none"> Ratio of programme funds to third-party fund utilisation in each ACP region <p>Target = 20% of H&S II envelope</p>	<ul style="list-style-type: none"> Financial agreements signed H&S PMT reports to PSC 	

	Indicators	Sources of Verification	Assumptions
Intermediate Result 5: Intra-ACP communications and sharing of knowledge and best practices on trade development			
	<ul style="list-style-type: none"> Number of case studies/training manuals/studies available on the website of the Programme/conferences organised to share best practices <p><i>Target: 7</i></p> <ul style="list-style-type: none"> Number of references to the EU-ACP-OIF-EU quadripartite partnership mentioned in activities developed with other development partners such as the WTO, the EIF, the ICC 	<ul style="list-style-type: none"> Mid-term review and final reports Programme website developed; number of website visitors H&S II Communication & Advocacy Strategy document and related status reports 	<ul style="list-style-type: none"> Revised H&S Communication & Advocacy Strategy disseminated and accepted by relevant programme partners (including network of trade advisers) Willingness of RIO secretariats to disseminate programme information through newsletters, press releases and other media

	Indicators	Sources of Verification	Assumptions
Main Activities 5: Website development; Information; Visibility actions; Knowledge-sharing			
5.1. Revision and implementation of H&S Communication & Advocacy Strategy	<ul style="list-style-type: none"> Number of advocacy documents published highlighting importance of trade in economic development and disseminated to private sector and wider community Visibility Kits (brochures, flyers, posters) and standardised management documents for programming and accountability 	<ul style="list-style-type: none"> List of Visibility Kits distributed within H&S Networks H&S PMT reports to PSC 	<ul style="list-style-type: none"> H&S Networks are deployed in all countries
5.2. Establish online portal and utilise social media platforms to facilitate technical exchanges by network of trade advisers	<ul style="list-style-type: none"> Number of published documents highlighting the importance of trade in economic development and disseminated to the private sector and to a wide audience Number of visits to the electronic portal <p><i>Target: At least 7 case studies including 2 with successes and lesson learnt on EPA implementation/process</i></p>	<ul style="list-style-type: none"> Copies of case studies and documents uploaded to websites and various portals; number of unique visitors to the website Case studies, success stories, blogs, news stories, website updates 	

	Indicators	Sources of Verification	Assumptions
5.3 Disseminate programme achievements, best practices and lessons learnt, and improve visibility of the Programme	<ul style="list-style-type: none"> Growth in utilisation of an intra-H&S Network online communication portal for trade advisers and other media streams and websites. <p><i>Target: increase by 50%</i></p> <ul style="list-style-type: none"> Number of workshops and events organised jointly with local beneficiaries to transfer knowledge of the Programme (both technical and operational) <p><i>Target: 4</i></p>	<ul style="list-style-type: none"> H&S PMT reports to PSC Case studies, success stories, Blogs, News stories, Website updates 	

	Indicators	Sources of Verification	Assumptions
Intermediate Result 6: Capacity of beneficiaries to take over and fund the Programme on their own and/or develop a successor Programme on contemporary trade challenges are enhanced			
	<ul style="list-style-type: none"> Number of RECs taking ownership and willing to fund a similar successor Programme beyond 2018 Currently no beneficiary (REC or country) contributes directly to the programme's funding <p><i>Target: 5</i></p>	<ul style="list-style-type: none"> Partnership agreement development, including MOUs Advisers' reports Final evaluation of Programme 	<ul style="list-style-type: none"> Beneficiaries willingness to continue the Programme beyond current phase Political will for continuation of the Programme exists at the level of the respective regions

	Indicators	Sources of Verification	Assumptions
Main Activities 6: Transfer of ownership (exit strategy)			
6.1 Training and other capacity-building to ensure the viability and ownership of the Programme by the beneficiaries	<ul style="list-style-type: none"> Training and other capacity-building workshops in the regions to enhance knowledge of beneficiaries to take ownership of the Programme <p><i>Target: 4</i></p> <ul style="list-style-type: none"> Number of regional successor programmes developed and adopted by the ACP regions <p><i>Target: 5</i></p>	<ul style="list-style-type: none"> Workshop reports PMT report Project proposals developed for successor programmes 	<ul style="list-style-type: none"> Willingness and participation of beneficiaries in the workshops

Annex 9: Programme interventions by country and region

The following table provides an overview of programme interventions by country and region under the H&S Programme. This list is not exhaustive.

Country	Trade adviser activities
Eastern and Southern Africa	
Botswana	<ul style="list-style-type: none"> • Team leader for developing a concept note for the South Africa Trade Hub collaboration • Supported Botswana in finalising trade-related work focused on tourism, finance, telecommunications, postal and courier services and substantial business operations. • Supported development of national negotiation positions for negotiation on Technical Committees on Market Access • Helped develop Botswana's negotiation positions for South African Customs Union (SACU)-Mozambique-UK partnership and EU-SADC EPA
Kenya	<ul style="list-style-type: none"> • Conducted training of new trade officers of Trade Division of Kenya State Department of Trade • Conducted study on attrition of Kenya's market dominance in the EAC (i.e., market defection/customer loss) • Prepared briefs for Fisheries Cluster during national preparations for the WTO 11th Ministerial Conference and the Kenya National Trade Negotiation Council • Supported sensitisation workshops on the Trade Remedies Act to Members of Parliament and other stakeholders to foster buy-in • Formulated the National Exports Development and Promotion Strategy • Participated in the National Committee on Trade Facilitation and supported implementation of the TFA • Supported Kenya's engagement in the AfCFTA negotiation process • Drafted a multi-agency approach to combat illicit trade • Conducted diagnostic studies and comprehensive trade capacity needs assessments, including analytical work on emerging trade issues, and implementation of the SDGs and EPA

Country	Trade adviser activities
Lesotho	<ul style="list-style-type: none"> • Organised trainings on innovation and product development skills for enterprise development officers and on WTO trade in services, with a focus on scheduling of specific commitments for the National Energy Sector Coordination Forum • Provided technical guidance and assisted in securing funding for development of a coordinated national trade policy document • Supported Lesotho's WTO National Trade Facilitation Steering Committee and the work of sub-committees on national market access; standards, product development and market diversification; and monitoring & evaluation • Reviewed and finalised a proposal for funding from the European Investment Fund • Prepared an initial concept paper identifying strategic trade and industry-related areas, leading to seven projects documents to access €2.6 million. Funds were allocated to Lesotho under the SADC-EU technical and financial assistance programme known as the Trade Related Facility
Malawi	<ul style="list-style-type: none"> • Supported development and implementation of National Export Strategy and Trade Policy • Led development and implementation of the Malawi Programme for Aflatoxin Control • Developed first Consolidated National Trade Facilitation Action Plan • Supported trade negotiations, particularly the SADC Trade in Services Negotiations • Elaboration of draft legislation and regulations to improve compliance with international trade agreements, including a review of the Control of Goods Act • Support to specific stakeholders to contribute to trade policy documents and strategic processes, including the National African Growth and Opportunity Act Response Strategy • Supported organisation of National Trade Facilitation Committee Meeting
Zambia	<ul style="list-style-type: none"> • Assisted with preparatory work for negotiations on AfCFTA and on trade in services under the COMESA-EAC-SADC Tripartite FTA <ul style="list-style-type: none"> • Reviewed and provided advice on: <ul style="list-style-type: none"> • Draft report on Zambia Export Diversification Strategy for Gold and Gemstones • Draft Memorandum of Agreement between Republic of Zambia and Botswana on Establishment of a One Stop Border Post at Kazungula • Draft Mutual Recognition Agreement for Accountants and Auditors between Malawi, Mozambique, Mauritius, Seychelles and Zambia • Draft Terms of Reference for establishment of Permanent Secretariat for Accelerated Programme for Economic Integration Member States • AfCFTA and Protocols on Trade in Goods, Trade in Services and Procedure for Dispute Settlement • AU AfCFTA Draft Annexes to the AfCFTA Agreement • Facilitated workshops on: <ul style="list-style-type: none"> • Trade in services to prepare and validate the Draft Implementation Matrix for Zambia to Facilitate Ratification and Implementation of SADC Protocol on Trade in Services • Trade Law Centre Training Workshop on trade reporting

Country	Trade adviser activities
Caribbean	
Belize	<ul style="list-style-type: none"> • Support for the realignment of an incentives programme related to the Agreement on Subsidies and Countervailing Measures and WTO jurisprudence. The new law was passed, transforming laws on Export Processing Zones/Free Zones into Designated Processing Area Law • Provided input on legislation on the law to ban the use of non-biodegradable and Styrofoam plastics • Technical input on a review of the needs assessment and notifications for trade facilitation definitive dates for category B Measures. The notification was submitted to the WTO • Workshop to train and sensitise approximately 21 officials on trade-related matters • Workshop for 28 officials from customs and trade-related institutions on trade-related services
Guyana	<ul style="list-style-type: none"> • Prepared briefings for WTO multilateral proceedings, CARICOM CSME, Caribbean Basin Initiative and CARIFORUM–EU EPA • Supported CARIFORUM–UK EPA negotiations • Supported negotiation of Intra-CARIFORUM Agreement for Protection of Geographical Indications and Agreement on Protection of Geographical Indications between CARIFORUM and EU • Assisted in drafting of Guyana Anti-Dumping and Countervailing Duties legislation • Worked on issues related to CARICOM trade integration agenda • Facilitated workshop focusing on trade and investment agreement negotiations • Conducted analysis on import and exports between Guyana and the following countries: Argentina, Brazil, Chile, Mexico, India, South Africa and USA, with a view to diversify Guyana's exports and trade markets
Jamaica	<ul style="list-style-type: none"> • Finalised Jamaica's Foreign Trade Policy • Supported Trade Agreements Implementation Coordination Unit, which oversees implementation of Revised Treaty of Chaguaramas and EPA • Coordinated mission of tertiary-level students from Barbados who visited Jamaica in April 2016 as a part of the CARICOM Secretariat project, 'Students Engaging the CSME through Field Promotion' • Facilitated hosting of a private sector workshop on CSME • Reviewed first and second drafts of a report prepared by the RTA at CARICOM Secretariat on a trade capacity needs assessment of CARICOM • Drafted paper, 'Brexit: Preliminary Analysis on the Trade and Development Consequences for Jamaica and CARIFORUM Countries' • Reviewed and provided comments to the report 'Factual Presentation of the CARIFORUM-EU EPA', prepared by the WTO as a part of a transparency mechanism for regional trade agreements • Developed a success story blog on trade-related work being done in Jamaica, which was hosted on the Commonwealth Secretariat website

Country	Trade adviser activities
St Vincent and the Grenadines	<ul style="list-style-type: none"> • Reviewed the Gender-Sensitive Services Sector Strategy and an OECS Services Diagnostic Report 2018 • Held meetings to establish an institutionalised mechanism for regulatory reform to ease doing business • Supported meetings and negotiations on WTO TFA, Ratification of CARIFORUM-EU Agreement, EPA five-year review, CSME, CARICOM–UK Agreement, National Export Strategy and Article 164 of the Revised Treaty of Chaguaramas • Assisted in development of an import-export guide • Assisted in drafting of the Consumer Protection Bill • Supported fundraising for trade-related activities, including from the Caribbean Export Development Agency and TradeComII • Organised training in inventory valuation and collaboration with RTA to organise regional capacity-building training workshop to enhance sourcing, analysing and interpreting statistical data • Preparatory work for implementation of bar-coding services • Assisted the national Coalition of Services to build capacity in governance and to develop governance structures and a constitution • Supported trade facilitation networks for the Committee on Trade and the National Trade Facilitation Taskforce
Pacific	
Fiji	<ul style="list-style-type: none"> • Developed capacity-building training programme on competition and consumer protection; on sanitary and phyto-sanitary measures; and on technical barriers to trade • Delivered seminar on investment and exports; and workshop to build entrepreneurship capacity of micro and small cultural industries • Co-facilitated workshops on WTO trade facilitation, trade in services and investments scheduling • Contributed to development of a Melanesian Spearhead Group export products study • Supported assessment of trade-related development assistance needs and capacity constraints in relation to PACER-Plus • Supported drafting of Fijian Trade Policy Framework • Supported development of Fiji Tourism Development Policy • Supported and developed technical country position papers, briefs, talking notes and technical advisory support during negotiations/meetings for: <ul style="list-style-type: none"> • Generalised Systems of Preferences • Melanesian Spearhead Group Trade Agreement • PICTA • ACP–EU EPA • PACER-Plus

Country	Trade adviser activities
	<ul style="list-style-type: none"> • WTO Doha Round • WTO TFA • Bilateral cooperation – Fiji-China Joint Trade and Economic Commission Forum • Fiji-New Zealand Biosecurity Technical Discussions • Fiji-United Arab Emirates Trade and Investment Exploratory Mission • Established and strengthened national and regional trade consultative networks, including National Trade and Development Council and Fiji Commerce and Employers Federation • Worked with local stakeholders to formulate or update national trade policy documents and strategies, including for Committee to Fast-Track Foreign Direct Investment, and by developing concept note on a special economic zone and a framework on small and medium enterprise development in Fiji
Kiribati	<ul style="list-style-type: none"> • Provided technical support for a parliamentarian sensitisation workshop on PICTA; a PICTA stakeholder workshop; a cluster development training workshop • Supported capacity-building on fisheries and trade development, and on consumer protection and law enforcement • Assisted in drafting Draft Market Access offers for the PACER-Plus negotiations; as well as of National Intellectual Property Rights Policy; National Copy Right Legislation; Draft Tourism Development Strategy; and Draft Development Cooperation Policy • Supported formulation of Quality Infrastructure Policy • Supported formulation of Ministry Sector Plan (2016–2019) to establish small business development fund to improve access to credit, and towards formulation of labour migration policy • Engaged with Chamber and Kiribati Association of Non-Governmental Organisations
Federated States of Micronesia	<ul style="list-style-type: none"> • Held workshop on FSM's participation in global value chains • Conducted diagnostic studies and comprehensive trade and investment facilitation needs assessment • Prepared briefs and negotiating papers during inter-sessional meetings on PACER-Plus with Australia and New Zealand and to support the FSM Congress and Parliament of the RMI during the ratification process of the Treaty establishing the MTEC • Provided trade advisory services to undertake consultations and diagnosis studies and market analysis for updating of the FSM Investment Guide, which led to publication of the 2015 Guide • Worked with local stakeholders to develop Terms of Reference to review and update the 2011 FSM Trade Policy • Contributed to Trade and Investment Facilitation Needs Assessment for MTEC Member States in July 2015 conducted by the International Trade Centre and UNCTAD with contributions from the United Nations Economic and Social Commission for Asia and the Pacific

Country	Trade adviser activities
Samoa	<ul style="list-style-type: none"> • Secured funding from EIF • Supported review of procedural arrangements critical for finalisation of Citizenship by Investment Law and Competition and Consumer Protection Law • Supported negotiations for: <ul style="list-style-type: none"> • PICTA • PACER-Plus • EU-EPA • WTO Doha Round • Assisted in drafting strategic paper to Cabinet on options of acceding to the Interim Economic Partnership Agreement • Developed Diagnostic Trade Integration study update Draft Report 2016 – identifying financial resources where required to enable implementation of recommendations identified in the review in lieu of graduation of Samoa from least developed country status • Provided support to TCMU in development of donor complaint Terms of Reference • Technical input into development of concept proposal to AusAID on cocoa sector development • Reviewed Labour Market Survey Report • Reviewed TCMSP 2012–2016 and finalisation of Mid-term Expenditure Framework 2016/2017–2021
Tonga	<ul style="list-style-type: none"> • Peer-reviewed and provided technical input for Trade Policy Framework • Developed implementation plan for Tonga Trade Policy • Evaluation of preferential markets under PICTA, PACER-PLUS and EPA • Prepared instrument for ratification of WTO TFA and revised Category B timeframes
Republic of Marshall Islands	<ul style="list-style-type: none"> • Undertook national consultation on formulation of the National Export Strategy and assisted in drafting three chapters • Assisted in implementation of Phase I of Be Marshallese and Buy Marshallese policies • Delivered presentation to National Trade Facilitation Committee on newly signed treaty establishing the MTEC • Undertook several capacity-building trainings on trade-related issues, including telecommunications liberalisation, the agreement establishing the MTEC, PACER-Plus, Ease of Doing Business, Food Safety Act and Food Safety Control and data harmonisation • Supported regional trade agreements and negotiations, including Deep Sea Mining Policy, National Strategic Plan and United States Compact Agreement • Assisted RMI to approach donors for project funding and secured US\$100,570 from Government of India for National Export Strategy

Country	Trade adviser activities
REC	
AUC ¹	<ul style="list-style-type: none"> • Sensitised 45 stakeholders on AfCFTA during first Trade Policy Dialogue Forum of Addis Ababa-based trade and development community • Developed preliminary assessment of trade flows between EU and selected AU member countries that are parties to the EPAs, and presented to stakeholders. • Prepared papers and briefings to support AUC commissioner for trade and industry's participation in various high-level panels, hearings and inquiries • Reviewed Terms of Reference establishing the High-Level African Trade Committee in preparation for the Sixth Meeting and reviewed the MOU between AUC and Afro Champions, a private sector organisation • Prepared technical proposals on establishment of AU Trade Observatory in collaboration with International Trade Centre and with United Nations Office of the High Representative for Land Locked Countries • Prepared papers to support stakeholders' engagement on AfCFTA and Post-Cotonou negotiations • Worked with Pan-African Trade and Investment Committee, supporting dialogue with private sector
COMESA Secretariat	<ul style="list-style-type: none"> • Facilitated impact analysis of proposed AfCFTA on Zambian economy • Ran stakeholder training and dialogue workshop on the AU Boosting Intra-African Trade Action Plan • Prepared briefs and reports on EPAs for consideration at ESA-EPA meetings of ESA Group Senior Officials and Council of Ministers during COMESA Summit in July 2018 • Hosted workshops to sensitise key stakeholders on ratification and implementation of Tripartite FTA
EAC Secretariat	<ul style="list-style-type: none"> • Provided technical support on data checks for development of the EAC Trade and Investment Report 2018 • Prepared EAC Common Government Report, presented by ministers at Third EAC Trade Policy Review in 2019 • Provided technical support for Tripartite FTA and AfCFTA negotiations, including by developing template for tariff offers for AfCFTA, which was adopted by Seventh Meeting of African Ministers of Trade in 2018 • Prepared brief for preparatory meeting of EAC Partner States for 12th EAC-SACU bilateral negotiations under Tripartite TFA
SADC Secretariat	<ul style="list-style-type: none"> • Supported development of policies and strategies such as: <ul style="list-style-type: none"> • SADC Trade Protocol – almost all member states then attained required threshold of 85 per cent of liberalised trade in region • SADC Trade in Services Protocol: all 15 member states have signed • SADC Industrialisation Strategy, Roadmap and Action Plan (approved in March 2017) – including strategy development for three priority value chains: agro-processing, pharmaceuticals and minerals beneficiation • The AfCFTA – Protocol on Trade in Services has been finalised and the nine priority sectors for liberalisation have been identified

¹ The AUC is shown under RECs but it is an intergovernmental organisation.

Country	Trade adviser activities
	<ul style="list-style-type: none"> • Co-facilitated training and capacity-building workshop on SADC-EU Rules of Origin funded by EU • Prepared briefing notes on issues surrounding the EPA, private sector engagement, regional value chains and implementation of SADC Industrialisation Strategy, Roadmap and Action Plan • Secured funding for preparation of SADC Trade Development and Promotion Framework from GIZ • Conducted review of National Industry Upgrading and Modernisation Programme
PIFS	<ul style="list-style-type: none"> • Supported drafting of Palau's Trade and Investment Policy Framework • Provided technical assistance to Pacific ACP-EU EPA negotiations process, Joint Pacific ACP-EU Parliamentary Assembly and Pacific Island Countries-USA regional workshop on trade, investment and private sector development • Facilitated bi-annual national consultative dialogue on implementation of national trade policy frameworks and participated in meetings to support stakeholders, including regional trade mainstreaming workshop, WTO Senior Officials Meeting and Fisheries Task Force meetings • Supported training and sensitising of key public and private sector trade policy practitioners • Developed Terms of Reference for Cook Islands National Trade Facilitation Committee • Supported Private Sector Dialogue meeting with Forum Economic Ministers • Undertook work on integrating Oceans and the Blue Economy into broader trade policy discussion, including developing an ePub (electronic publication) based on the United Nations Oceans Conference • Supported development of a funding proposal to TradeComII, seeking funding to assist member countries to develop an enabling policy, regulatory, and an institutional environment for e-commerce in the Pacific • Conducted a needs assessment in Solomon Islands regarding EPA sensitisation and implementation • Provided advice to Solomon Islands on its trade policy framework, including ways of strengthening its National Trade Development Committee • Conducted mission to Vanuatu to train stakeholders on EPA, business harmonisation and deepening and widening PICTA • Advisory support provided to Pacific ACP ambassadors on alternative preferential markets for trading with EU and UK; and development of briefs on implications of Brexit • Held discussions on Joint Technical Cooperation Framework between SADC and PIFS on trade in fish by-products, together with the natural resources adviser at PIFS

Country	Trade adviser activities
CARICOM Secretariat	<ul style="list-style-type: none"> • Provided advice on the USA, cautioning that it could withdraw from the Caribbean Basin Trade Partnership Act if member countries fail to take measures to curtail perceived infringement of US intellectual property rights • Advised on CARICOM-Costa Rica Model Rules of dispute settlement provisions • Advised CARICOM Council of Trade and Economic Development on trade-related matters • Supported negotiations on further access under the CARICOM–Dominica Republic Free Trade Agreement, and on market access under the Guyana, Brazil and St Kitts and Nevis Partial Scope Agreement • Reviewed proposed CARICOM Commission Model Rules of Procedure • Participated at follow-up consultative private sector and public sector stakeholder meetings on CARICOM Common External Tariff and Rules of Origin under the Revised Treaty of Chaguaramas • Ran training sessions on CARICOM Common External Tariff suspension and safeguard mechanism • Organised workshop on strengthening CSME regulatory and market regimes
OECS Secretariat	<ul style="list-style-type: none"> • Supported project design and management training in domain of trade-related assistance, and two national capacity-building seminars on implementation of regional trade policy decisions re. Article 164 regime and CARICOM Common External Tariff • Participated in CARIFORUM Working Group on Transposition of the Harmonised System in the EPA and meeting on development of mutual recognition agreement for architectural services • Supported OECS Commission in establishment of framework for Free Circulation of Goods in the OECS Economic Union • Developed briefing document with OECS Trade Policy Unit on outcome of 11th Ministerial Conference held in Buenos Aires in 2017 • Supported development and review of trade policy for Belize • Developed framework to facilitate OECS–Martinique public–private sector partnership to enhance trade and aid cooperation • Provided technical support and advice to Guyana for protection of Geographical Indications under EPA

Commonwealth Secretariat

Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org



The Commonwealth

D17123

Final Evaluation of the Commonwealth Secretariat's Hubs & Spokes Programme

Management Response



The Commonwealth

Evaluation title	Final Evaluation of the Commonwealth Secretariat’s Hubs & Spokes Programme
Evaluation Published	April 2020
Management response prepared by	Trade Oceans and Natural Resources Directorate;
Management response approved by	Senior Management Committee

Overall comments

The final evaluation of the Hubs and Spokes programme was a summative evaluation that took place at the closure of the programme. No action will be taken on a closed programme. The evaluation highlighted key issues for reflection and consideration in a new/successor programme, as well as a number of issues to be addressed by the Secretariat in the delivery of technical assistance, among others.

A successor trade programme (TradeLink) has been conceptualised and is under consideration. Findings and recommendations of this evaluation are timely to the finalisation of the design of this programme, once approved in the context of the new Strategic Plan. A number of recommendations specific to the design and implementation of the successor programme, will be deferred for consideration once that concept is approved.

The evaluation findings and recommendations draws the Secretariat’s attention to review its model for delivering long-term technical assistance to Member States. These recommendations and those from a similar evaluation - Climate Finance Access Hub addressing the same technical assistance model are timely and will be addressed within the broader context of the next strategic plan, currently under development.

Recommendation 1: Programme Design

1. A needs and baseline assessment should take place at the outset of trade adviser placements, at the regional level (for regional trade advisers) or the country level (for national trade advisers) on (1) the host institution and team’s capacity, including gaps, and (2) the country/regional institution’s trade context, including trade-related challenges. This could be incorporated into the inception report.
2. As well as providing technical support to government institutions, focus a higher proportion of adviser support on small- and medium-sized enterprises and private sector agencies, to build their capacity to participate in trade policy development.
3. Embed flexibility in the structure of the new Programme to better align with shifting trade policy dynamics.
4. Ensure trade adviser assignments are well integrated in local institutions and aligned with national and/or regional trade priorities and activities.
5. Consider building into the Programme a budget to fund activities for skills transfer between national and regional trade advisers.
6. Focus on priority areas where there is a need for technical expertise, including, but not limited to:
 - The impacts of climate change and changing weather patterns on trade, especially for SIDS;
 - Green markets and investments;
 - E-commerce and connectivity;
 - Advice on legislation to address technological advances affecting trade, soft infrastructure and investment governance;
 - Integrating the SDGs into trade priorities;
 - Trade in services, changing and deepening global and regional value chains and regional trade integration efforts.

Management Response

AGREED

The Secretariat recognises the gap identified and the value for a needs assessment and baseline to be conducted as part of expert placements, and generally as a good practice for any project. This gap has also been identified in a similar evaluation - *Evaluation of the Commonwealth Secretariat’s Climate Finance Access Hub Programme* that utilised the Hubs and Spokes model for its delivery. A needs assessment was a more explicit requirement in the CFTC expert placement programme and baseline information was part of the inception report of the expert.

Since expert placement is one of the key delivery mechanisms, the Secretariat will review the operational guidelines (manual) for expert placement, update/develop templates and guidance for needs assessment, baseline information, monitoring, evaluation, reporting and communications and ensure its effective implementation in the next strategic plan.

The Secretariat acknowledges the need for effective integration of its experts within the national institutions. Guidance on engagement with Member States in the

	<p>development of Terms of Reference and the location of the expert will be embedded.</p> <p>The Secretariat notes the capacity building budget requirement, however, the design of the Hubs and Spokes programme - Phase II and Consolidation Phase had budgets allocated to support capacity building that was not fully utilised. The communication of the available funds for capacity building activities needed to be more explicit with the host institutions and the Advisers, a gap identified by the evaluation.</p> <p>The Secretariat acknowledges the list of options provided for consideration in the next programme as identified in the consolidation phase for a successor programme, however, options for consideration will be dependent on the design and strategic goals/intervention areas of the future programme, and the priorities/demands for intervention required by the beneficiary Member States. This recommendation will be considered once the new/successor programme is approved.</p>
--	--

Recommendation 2: Funding and Partnerships

Continue to seek additional funding to leverage ComSec funding. Co-funding should be open to member countries, regional institutions, development partners and the private sector. Models for funding could include funding by country, region, sector, or activity, to provide flexibility for funders.

Management Response

AGREED

The Secretariat has made significant efforts in resource mobilisation and partnerships / joint-delivery through new and renewed partnerships following the development of the Commonwealth Partnership Strategy. A number of Memorandum of Understanding have been signed with key development partners that opens opportunities for increased funding flows, such as the MoU with the UN-India Fund Development Partnership.

In recognition of the gap identified in this evaluation and other similar evaluations such as *Economic Development Evaluation* and *Evaluation of Climate Finance Access Hub Programme*, strengthening the resource mobilisation capacity of the Secretariat to meet the resourcing needs will be a priority in the new strategic plan.

Recommendation 3: Role and Placement of Trade Advisers and Identification of Counterparts

1. Work with the local partner to identify the most strategic location within the host institution to place the trade adviser, and whether it will provide him/her with access to relevant decision-makers.
2. At the outset of trade adviser placements, clearly outline and communicate their role and the expected contributions from host institution stakeholders. One option would be to conduct a review (during the design phase) into the ideal type and level of adviser contributions, and how best to communicate and ensure accountability around this with local partners.

3. Clearly identify and agree local counterparts (or teams) within the host institution at the outset of the trade adviser’s assignment.
4. Set targets around skills transfer to local counterparts.
5. Develop a collaboration model for regional and national trade advisers that would facilitate strategic engagement and communications between national and regional trade advisers, and with ComSec’s own trade advisers.
6. Provide incentives and competitive remuneration package for trade advisers, which are comparable to similar roles, to attract and retain skilled professionals.

Management Response

AGREED

The Secretariat recognises the importance of strategic location of experts in host institutions, however these decisions are primarily made by the host institutions. Key considerations will be made in the review of guidelines to ensure that opportunities for discussion on the placement of the expert are exhaustively considered for maximum impact. Actions for this recommendation will be embedded in the technical assistance review in recommendation 1.

The Secretariat acknowledges that key challenges outlined in this evaluation in relation to clarity of expectations and clear communication of roles within the terms of reference of the Adviser. As similar communication and performance issues have been identified in *Climate Finance Access Hub Programme Evaluation*, the review into the technical assistance model in recommendation 1 will address this recommendation.

The Secretariat agrees and notes the importance of ensuring there is a local counterpart or team in place to work alongside an expert for transfer of skills and knowledge from the onset of the assignment to ensure sustainability. It is critical for Advisers/experts to establish relationships with local counterparts to best support successful implementation/meeting priority needs, but also as part of building capacity in the host institution. The Secretariat acknowledges the challenges with human resources issues and staff turnover in ensuring a counterpart is in place during the expert’s placement. Expert placement guidance to be reviewed under recommendation 1 will factor in a periodic review with the host institution.

The Secretariat agrees that a collaborative model is crucial for the success of a future programme and also for increased knowledge sharing between the Secretariat’s London team and Adviser/Experts in Member States. Currently, for all programmes, experts that are placed in Member States rarely benefit from the opportunity to engage with the Secretariat’s team within the same field of work. Due to the ‘siloes’ working in programme delivery, there has been a missed opportunity for increased depth of Secretariat’s London based staff engagement with in-country experts, skills and knowledge that could have complemented the delivery of the trade programme and other programmes in the Secretariat.

	<p>Alongside the review of expert placement, as part of strategic engagement, in-country collaboration and communication, the Secretariat will develop a collaboration model and platform for communication with in-country/regional experts and the London based experts to allow for sharing of knowledge, expertise, experience and information. For meaningful engagement, the model will have to take into consideration thematic, subject, country and regional elements with options for linkages with other south-south institutions utilising expert placement as a delivery model.</p> <p>The Secretariat notes the concerns on incentives and competitive remuneration package identified in this evaluation, echoing the Climate Finance Access Hub Programme evaluation. In this regard, the Secretariat will undertake a comparative study of its remunerations for long-term experts against similar international organisations.</p> <p><i>Refer to recommendation 1 and key actions for further actions.</i></p>
--	--

Recommendation 4: Programme Management

1. Continue the current programme management model (i.e. led by the ComSec PMT) but strengthen links to ComSec’s own Trade Division and trade advisers.
2. When agreeing trade adviser placements, consideration should be given to what the local priorities are, and where the trade adviser can provide the most meaningful contribution

<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat recognises the diversity and possible disconnect between the different aspects of the trade programme in the organisation and the varying delivery approaches. In line with the new strategic planning process, the Secretariat will review all its programmes and delivery mechanism with the aim for consolidation of a trade programme.</p> <p>The Secretariat acknowledges the importance of local priorities in the placement of experts. All terms of references for experts are designed in collaboration with host institutions. Host institutions are also involved in the recruitment process to ensure alignment with national priorities. However, the gap identified in the evaluation necessitates a further review and reflection of the needs assessment stage of the expert placement and clearer guidelines available for all parties. This recommendation will be addressed as part of the overall review of expert placement in recommendation 1.</p> <p><i>Refer to recommendation 1 and key actions for further action.</i></p>
-----------------------------------	--

Recommendation 5: Monitoring, Evaluation and Reporting

1. Develop an evaluation framework to:

- Set out a theory of change outlining how the Programme contributes to the ComSec Strategic Plan 2017/18-2020/21 (or the next plan, depending on timing);
 - Identify and define the Programme’s overarching goals, key results areas/short-, medium- and long-term outcomes, outputs (activities) and inputs;
 - Identify and define indicators and targets to measure impact, and list key evaluation questions;
 - Align the individual country/regional work plans with the evaluation framework and provide easy-to-use guidance for trade advisers on how to measure and report on impact.
2. The progress reporting framework should be fit for purpose, striking a balance with regard to capturing key outcomes while not placing an unnecessary reporting burden on the trade advisers.
 3. Develop dedicated progress reporting templates for both the regional and the national levels.
 4. Clarify to trade advisers at both the regional and the national levels the Programme’s reporting and information flow, and their role in the process.

Management Response

AGREED

The Secretariat notes that the H&S Programme (Phase II and Consolidation Phase) was principally designed and implemented in line with EU guidelines, as the 74% funder, and utilised their results framework. Going forward, subsequent to the finalisation of agreements, programmes funded under Extra Budgetary Resources will be reviewed and appraised by the Strategy, Portfolio, Partnership and Digital (SPPD) Division. This will ensure programmes meet the Secretariat’s standards for design, monitoring and evaluation and compatibility with partners’ requirements.

In regards to the successor programme, TONR Directorate will work with the SPPD Division to ensure that recommendations for good practices for programme design, monitoring and evaluation are effectively addressed in the programme’s concept and aligned to the Secretariat’s processes.

The Secretariat acknowledges the reporting challenge for Advisers and notes that reporting by Advisers/ experts placed in Member States is a key information source on outcomes. The Secretariat’s reporting framework for expert placements will be reviewed and updated to ensure that appropriate levels of reporting is undertaken, key outcomes are documented and the depth of information, including the level of effort in the production of the reports are balanced. A clear reporting channel would ensure the Secretariat’s technical team and programme reporting team effectively engage on the reports produced by experts.

Commonwealth Secretariat
Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org

